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# PROPOSED EDMONTON METROPOLITAN REGIONAL PLAN

DRAFT
for Public Discussion

Edmonton Metropolitan Regional Planning Commission

# EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION

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R.N.GIFFEN M.C.I.P.
EXECUTIVE DIRECTOR

OUR FILE .....

YOUR FILE .....

Municipal Councils and Local Authorities
in the Edmonton Metropolitan Region, and
Members of the Alberta Planning Board

Dear Mesdames/Sirs:

The Edmonton Metropolitan Regional Planning Commission is pleased to present the Proposed Edmonton Metropolitan Regional Plan - A Draft for Public Review. This document is being distributed, for review and comment, to each municipal council and local authority in the Planning Region, as well as to the Alberta Planning Board and provincial government departments.

Pursuant to the requirements of the Planning Act, public hearings will be held in the spring of 1983. Representations made at the public hearings will be fully considered by the Commission prior to the adoption of the Regional Plan.

The Plan is now available for review by the general public. Several public information meetings to discuss the Plan will be held over the coming months in various locations throughout the Region. Your comments are invited at these information meetings, or may be submitted to the Edmonton Metropolitan Regional Planning Commission by letter.

The Edmonton Metropolitan Regional Planning Commission invites you to participate in planning for this Region and welcomes any comments you may have.

Bettie Hewes

Mrs. B. Hewes
Commission Chairman

Mrs. L. Bakker
Regional Plan Committee Chairman

# PROPOSED
# EDMONTON METROPOLITAN REGIONAL PLAN
## — A DRAFT FOR PUBLIC REVIEW —

DRAFT

December, 1982

EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION

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# PREFACE

Regional planning is the broadest level of land use planning in Alberta. With the regional plan as its principal mechanism, this level of planning attempts to provide for the best and orderly use of land on a regional scale. It also provides an important basis and framework within which local municipal planning can take place.

Regional planning and the preparation of "regional plans" have a long history that can be traced back to the beginnings of the Commission in 1950. The first Regional Plan, the Preliminary District Plan - Metropolitan Section, was adopted by the Commission in 1958 and is the forerunner of the Edmonton Regional Plan - Metropolitan Part, currently in effect.

The *Planning Act* requires that each regional planning commission shall prepare and adopt a new regional plan for its planning region. The Proposed Edmonton Metropolitan Regional Plan draft represents the completion of an important phase of this mandate and, as such, marks a turning point in planning for the Region. This Regional Plan deals with current issues and addresses long-term development, 20 to 25 years into the future. Thus, the Plan will guide land use and development in the Region beyond the turn of the century and attempts to relate present and future demands on available resources with reasonable proposals for the whole of the Region.

Through the Regional Plan, the E.M.R.P.C. will co-ordinate the statutory plans of the Region's municipalities by establishing a framework for inter-municipal and local planning. The Plan will also provide a basis for inter-governmental co-operation and co-ordination on matters of regional development and resource conservation.

The Regional Plan will not replace the need for more detailed plans. Rather, it encourages further development of local planning functions and increased provincial efforts to further detail and implement the provisions of this Plan. Municipal plans and bylaws will provide the most direct means of guiding development proposals and, thus, implementing the Plan.

The preparation of this Plan has evolved through a number of stages. Between 1975 and 1978, a series of policy position papers were published, a wide range of technical research was undertaken and a growth alternatives study was conducted which included extensive public participation and an evaluation of a number of growth alternatives. In February, 1979 a Draft Edmonton Regional Plan was circulated for public comment. Information meetings and public hearings were held and these were followed by an intensive review of the issues and concerns raised. This resulted in a re-write of the Plan, but in May 1981, the Commission suspended further work on the Plan because of the pending Edmonton Annexation decision.

The regional plan program was re-adjusted and modified because of events pertaining to the Edmonton Annexation decision, the subsequent re-structuring of the Commission, the Provincial Cabinet directives respecting growth management for the Edmonton Region and the release of the Alberta Planning Board's guidelines for Regional Plan preparation. This work, which commenced in 1982, necessitated additional technical research and a complete review of the objectives and policies of the previous draft plan and preparation of new objectives and policies to reflect changing circumstances.

Commission Members, through the Regional Plan Committee were intensively involved in the development of these policies and in the review of technical material. The complex task of putting this document together was possible only because of the spirit of co-operation of the Members of the Committee, the Commission Staff and departments of government which have contributed to this document.

In accordance with the *Planning Act*, the Proposed Regional Plan is being circulated for review and comments to each municipal council and local authority in the Region, as well as to the Alberta Planning Board and to provincial government departments.

The Plan is available for review by the public. To facilitate the exchange of information and views, information meetings and public hearings will be held throughout the Region in the early part of 1983. The Commission is interested in receiving comments at the public information meetings or by letter and will be receiving representations at the public hearings to be held in the Spring of 1983. Times and locations of the public hearings will be announced. It is hoped that the Proposed Plan will generate sufficient response to enable the Commission to refine the Plan further prior to adoption. In order to encourage public review of the Plan proposals, the document itself, and brochures summarizing the Plan, will be distributed extensively throughout the Region.

The regional planning process is a dynamic one. Therefore, to ensure its ongoing validity, the Plan, after its adoption by the Commission and ratification by the Minister of Municipal Affairs, will be regularly reviewed to determine its effects and achievements. Continued research and monitoring will be necessary to investigate various aspects of the Plan in more detail and to respond to unforeseen events or new information.

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# PART I:

# INTRODUCTION, CHARACTERISTICS and TRENDS

1.0 Introduction

2.0 Characteristics and Trends of the Region

# PART I: INTRODUCTION, CHARACTERISTICS AND TRENDS

## 1.0 INTRODUCTION

The Edmonton Metropolitan Regional Plan is a document which guides the physical development of the Region. Accordingly, it addresses a number of issues of regional significance which should be considered by municipalities in their land use planning decisions. The Regional Plan provides the broad framework necessary for comprehensive land use planning and development at the local level. A flexible approach is maintained in order to allow municipal governments to meet other requirements of the *Planning Act* and to satisfy local aspirations.

The Regional Plan is prepared in accordance with the provisions of the *Planning Act*. Upon ratification by the Minister of Municipal Affairs, this Plan will replace the Edmonton Regional Plan - Metropolitan Part currently in effect.

The Plan is intended to be used by all levels of government and the private sector. The Regional Plan does not replace the need for local plans or for more detailed planning at the local level. The Regional Plan, however, is the primary planning document in the hierarchy of plans authorized by the *Planning Act*. It is the one plan to which all other statutory plans and planning actions must conform.

The Regional Plan will be reviewed at regular intervals to reflect changing circumstances in the Region. Amendments to the Plan may be required from time to time, and will follow the procedure outlined in the *Planning Act*. If doubts arise as to the interpretation of any provision of the Regional Plan, the Commission should be consulted for clarification.

The content of this Plan is determined on the basis of issues evident in the Region as identified by the public, local authorities, Commission members and government departments and agencies.

Part I, **INTRODUCTION, CHARACTERISTICS AND TRENDS**, contains introductory information as well as a brief description of the major characteristics and trends of the Region and a statement respecting anticipated population and economic trends.

Part II, **PLAN CONCEPT AND DEVELOPMENT FRAMEWORK**, identifies significant issues facing the Region, lists the goals of the Regional Plan and details the growth management framework which is to form the basis for planning in the Edmonton Metropolitan Region. The anticipated pattern of regional development is shown on Map 3, Plan Concept.

Part III of the Plan, **REGIONAL PLAN OBJECTIVES AND POLICIES**, contains the Composite Regional Land Use Map (Plan Map) and objectives and policies on specific subject areas within the framework of the following three themes:

- Regional Growth Management
- Servicing Infrastructure
- Resource Management and Environmental Protection

Part IV, **PLAN IMPLEMENTATION, MONITORING AND REVIEW**, consists of statements respecting the implementation, monitoring and review provisions of the Plan.

The **GLOSSARY** AND **REFERENCES** contain definitions and key references used in this Plan. Users of the Plan are advised to consult the Glossary for the intended meaning of terms. The **APPENDICES**, though not adopted as part of the Plan, contain supporting information on the use and interpretation of certain plan provisions.

# 2.0 CHARACTERISTICS AND TRENDS OF THE REGION

## 2.1 Edmonton Metropolitan Planning Region

The Edmonton Metropolitan Regional Planning Commission, created in January 1982 from the former Edmonton Regional Planning Commission, has the responsibility to conduct regional land use planning in the area centered on Edmonton, the capital of Alberta (Map 2). The boundaries of the new Planning Region are shown on Map 1. The Edmonton Metropolitan Region covers an area of approximately 6700 $km^2$ and consists of: the Cities of Edmonton and St. Albert; the Towns of Beaumont, Bon Accord, Calmar, Devon, Fort Saskatchewan, Gibbons, Leduc, Morinville, Redwater, Spruce Grove and Stony Plain; the Villages of Legal and New Sarepta; part of the Counties of Leduc and Parkland; the County of Strathcona (including the Hamlet of Sherwood Park); and the Municipal District of Sturgeon.

## 2.2 Physical Characteristics and Resources

Level to undulating plains are predominant throughout the Edmonton Region. The most distinctive topographic feature, traversing the Region from southwest to northeast, is the North Saskatchewan River Valley. The Cooking Lake Moraine, located in the eastern portion of the Region, is another significant feature. It is characterized by numerous ridges and depressions and the presence of a number of shallow lakes, including Cooking Lake, and contains the Region's largest area of natural tree cover.

The majority of the Region's soils are productive for agriculture and support a diversity of field and forage crops. Approximately 65 percent of the soils are rated as Class 1, 2, or 3 agricultural capability by the Canada Land Inventory. Fertile black and dark grey chernozemic soils are predominant.

Woodlands in the Region are primarily deciduous and have been extensively cleared for agriculture. Existing treed areas have low potential for commercial timber operations; generally, they have greater importance as wildlife habitat and as areas for recreational use.

A variety of fish and wildlife populations exists in the Region, with several habitat areas considered critical to the maintenance of rare or threatened species. These habitat areas are most often found in stream or lake shoreland areas.

The water resources of the Region consist of streams, lakes and groundwater.The North Saskatchewan River is the major water supply source for most urban communities in the Region. Use of the smaller regional streams for water supply and sewage disposal is limited by low winter flows and poor natural water quality. Groundwater yield and quality vary throughout the Region, with quality generally adequate for domestic consumption.

The geological formations of the Region are a source of valuable natural resources, in particular, conventional oil, natural gas and coal deposits. Major deposits of sand and gravel are found in the Region, with those to the north and east of Edmonton valued for their yield of concrete-grade aggregates.

The diversity of the resource base and the natural environment has been a catalyst to development within the Edmonton Region. The development of the Region will continue to be influenced by the natural environment and available resources.

## 2.3 Economic Trends

The discovery of oil near Leduc in 1947 marked the turning point in the Region's development and resulted in a diversification of the resource-based economic activity, expansion of the service role of Edmonton, and stimulation of population growth in nearby communities. The Edmonton Metropolitan Region quickly became the centre of operations for Alberta's petroleum industry and experienced a substantial influx of capital investment and skilled labour. By the mid-1950's the area had become the major petroleum refining and production centre in Western Canada. While the Region continues to maintain its agricultural base, the metropolitan area has developed further to become the focal point for transportation and distribution to the rest of Alberta and to Canada's north.

Today, the Edmonton Metropolitan Region is emerging as a dominant industrial, financial and institutional centre for Western Canada. Although the Region has maintained, as its primary function, the production of natural resources, it is now developing manufacturing, commercial, industrial, financial and institutional functions characteristic of a mature regional economy.

## 2.4 Population Trends

The Region has experienced marked changes in population growth and distribution during the past two decades. Since 1961, the regional population has nearly doubled to its 1982 level of 730,000, representing about one third of Alberta's total population.

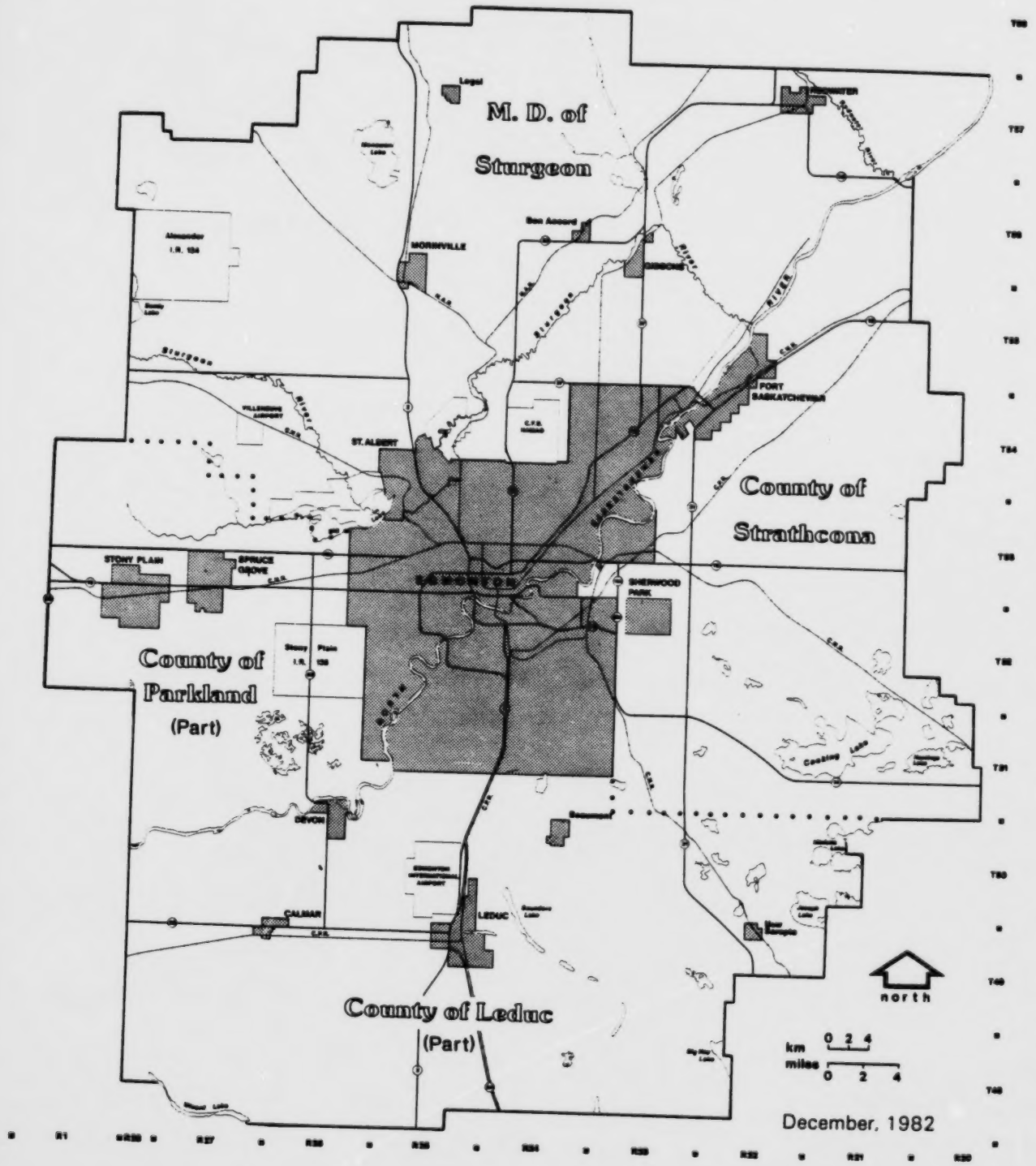
This rapid rate of growth has been accompanied by shifts in the distribution of people. In the early 1960's a trend to population decentralization began, with a dispersal of population growth to communities outside Edmonton, at a rate equal to three times the growth rate of Edmonton. As a result, the proportion of the regional population living in the urban centres outside Edmonton has more than tripled since 1961. Edmonton's share of the total regional population growth, which in the early 1960's had been in the 85 percent range, declined to approximately 30 percent in the early to mid-1970's, and has since recovered to about 65 percent. After a general decline, the rural population increased in size, primarily as a result of rural residential development, and now constitutes about 8 percent of the Metropolitan Region's population.

## 2.5 Regional Pattern of Development

The Region consists of a compact metropolitan-urban structure dominated by the City of Edmonton. Edmonton is the primary location of employment, and major social, cultural, educational and institutional facilities. Transportation services and facilities contained in the Region focus on Edmonton and provide linkages to other parts of Alberta and Canada.

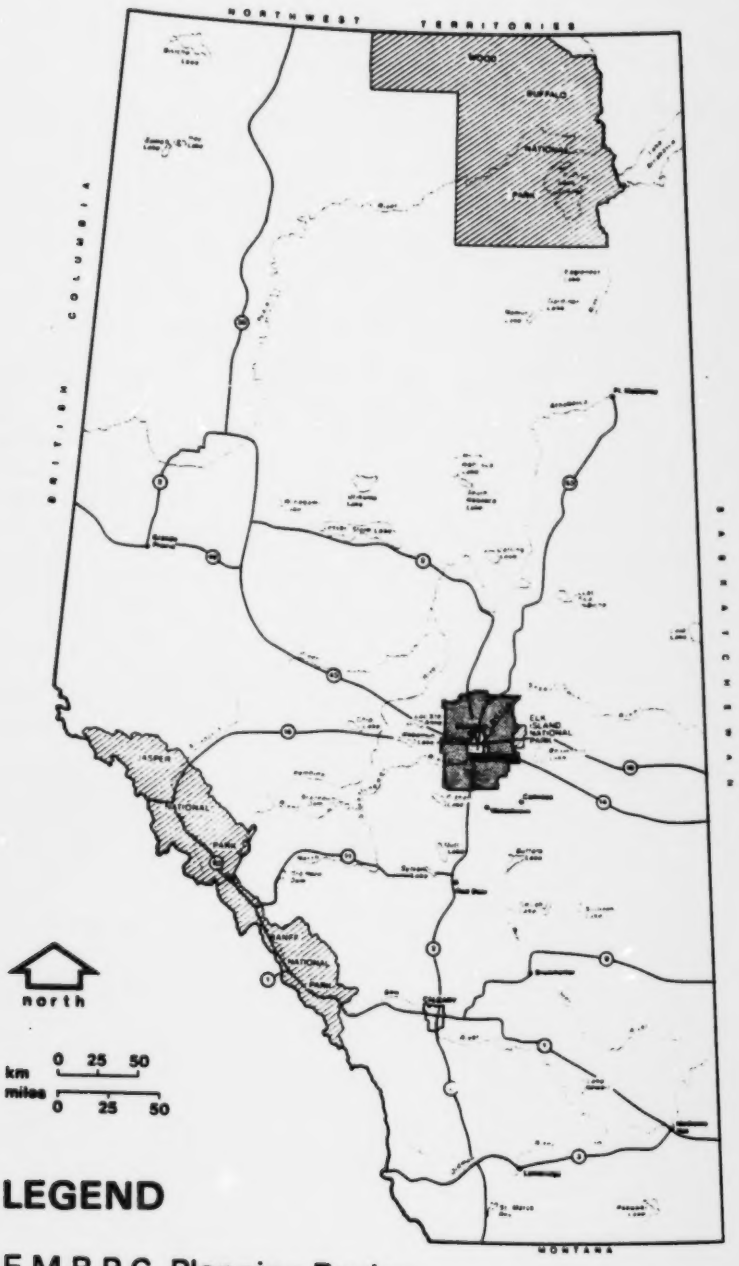
The communities of Edmonton, Sherwood Park and St. Albert comprise the Inner Metropolitan Area. This part of the Region accommodates the largest share of population and employment opportunities and provides the most specialized and the greatest number of services to the residents of the Region. The communities of Leduc, Fort Saskatchewan, Spruce Grove and Stony Plain are the major urban centres outside the Inner Metropolitan Area. The remainder of the urban structure of the Region is comprised of numerous small towns and villages. These communities offer a basic level of services to their residents and the surrounding rural area.

# E.M.R.P.C. PLANNING REGION




**MAP 1**

# PROVINCIAL SETTING




## LEGEND

E.M.R.P.C. Planning Region

National Park

Major Highway

December, 1982

# MAP 2

The rural population is concentrated in country residential subdivisions, and in hamlets which are found throughout the Region. The largest nodes of country residential development are found in the County of Strathcona, southeast of Sherwood Park and in the County of Parkland near Devon and north of Stony Plain. Other concentrations include those in the Looma district southeast of Edmonton, the area northeast of Namao, and that to the northwest of St. Albert.

The major industrial land use concentrations in the Inner Metropolitan Area are located to the east, northeast and northwest of Edmonton. The Nisku Business Park north of Leduc, the industrial areas within and to the northeast of Fort Saskatchewan and the extension of the Yellowhead Industrial corridor in the County of Parkland make up the other major industrial nodes.

Principal outdoor recreation areas include lake shorelands, river valleys and tributary ravines. In particular, Capital City Recreation Park is located in the North Saskatchewan River Valley. The Strathcona Science Park is the only Provincial Park in the Region. Urban and rural municipalities own and operate many additional public recreation areas. Resort developments are concentrated in subdivisions adjacent to some of the Region's lakes, and in other scenic areas.

Resource extraction activities are found throughout the Region. Sand and gravel extraction sites are generally located in close proximity to the major urban areas. The majority of the oil and gas wells and processing plants are located in areas near Redwater, Leduc, Devon and north of St. Albert. Major pipelines extend into the large refinery and petrochemical developments in the Fort Saskatchewan, Edmonton and Redwater areas.

## 2.6 Future Growth Prospects

The existing pattern of development and resources in the Region provides a strong basis for continued economic and population growth in the future. The main stimuli for provincial, and hence regional, growth over the intermediate to the long-term will come from the development of Alberta's energy resources together with the expansion or establishment of a variety of manufacturing activities. Future growth in primary industry is likely to occur mostly in the petroleum and petrochemical sectors.

The potential for manufacturing is only beginning to be realized as a number of longstanding disadvantages are gradually being overcome. Investment in the Metropolitan Region in new or proposed manufacturing capacity can be attributed to the size of the Region's economy and labour force and to its increasingly advantageous location within the national and provincial transportation and utility systems. Continued expansion is also expected in transportation, communication, utilities and warehouse distribution. Longer term economic development may be characterized by greater diversification in manufacturing, business and government services and high technology research and development.

Sustained economic growth of the Edmonton Metropolitan Region will be dependent upon Alberta's development and will be based on the Region's role as the seat of a growing provincial government administration, the staging point for northern development and the logistic centre of oil and gas exploration and extraction. It is anticipated that the metropolitan area's economic activities will also grow in size and scope as a result of the provincial government's economic diversifi-

cation efforts. These efforts can be expected to attract to Alberta a variety of national and international manufacturing companies, head offices, financial institutions and research establishments, all of which require a large metropolitan setting for their successful operation. Important long-term stimulative factors will be the expansion of western Canadian markets and the continuing shift in national population and economic growth towards the western provinces.

Population growth is tied closely to the level of economic growth and, as such, prospects for continued population growth are also optimistic. The population of the Region is projected to increase from 716,100 in 1981 to between 1.3 and 1.45 million over the twenty-five year time frame of this Plan, with the low figure of 1.3 million representing the one more likely to be realized (see Table 1). Further detail, including municipal population targets for 1991 and 2006, is provided in Appendix 5.

**TABLE 1**
**Projected Population of the Edmonton Metropolitan Region**

| | 1981 | 1986 | 1991 | 1996 | 2001 | 2006 |
|---|---|---|---|---|---|---|
| Low | 716,100 | 831,000 | 953,000 | 1,070,500 | 1,185,500 | 1,301,000 |
| High | 716,100 | 849,500 | 995,500 | 1,143,500 | 1,294,500 | 1,453,000 |

DRAFT

# PART II:

# PLAN CONCEPT and DEVELOPMENT FRAMEWORK

1.0 Issues and Plan Goals

2.0 Plan Concept

# PART II: PLAN CONCEPT AND DEVELOPMENT FRAMEWORK

## 1.0 ISSUES AND PLAN GOALS

It is anticipated that during the next twenty-five years, the Region will be faced with accommodating a population of about 1.3 million. Without a clear and positive approach to future regional growth and development there is a possibility that both regional and local aspirations will not be achieved.

*Growth Management*

In this sense the major issue, in terms of its regional significance, is the management of growth and change. All levels of government have become more aware of the need to manage growth in order to ensure that the economic, social and cultural benefits, which accrue from such growth, are fully realized and equitably distributed. As the issues that relate to growth and change transcend municipal boundaries, it is necessary to assess these issues on a broader scale and to coordinate growth and development activities at a regional level.

Central to the growth management concern are the issues of where people will live and work, and how they will be sheltered. In this regard, forecasting the population size of communities, the supply and general location of housing, and the location of employment generating activities is of critical importance. Also of importance is the quality and character of the rural and urban environments in which people live.

*Transportation and Utility Services*

To complement the future pattern of development, there is a need for the orderly and efficient provision of transportation and utility services.

The development of these services is of concern both for the impact on adjacent land uses and for the potential effects on shaping and influencing the settlement pattern in the Region. It is essential that these systems provide an adequate level of service while minimizing negative environmental and community impacts and while ensuring that the timing and construction of facilities is within municipal financial capabilities.

*Resources and Environmental Quality*

The Region's resources are vital not only to future economic growth and development, but also for the maintenance of agricultural, recreational and leisure time pursuits. The protection of the Region's natural resources and landscape for the use and enjoyment of future generations is a major concern. With increasing population, growing demands for land by various types of activities have, in many instances, adversely affected the quality of the physical environment. Therefore, of major importance is the need to reconcile the conflicting interests of resource management and environmental protection with pressures related to population and economic growth.

Management of such complex land use and growth related issues requires the formulation of realistic goals and a strategy for their achievement. Goal statements provide a broad indication of what is to be achieved or pursued, and establish the framework for more specific actions identified subsequently in the Plan.

The goals set forth in this Plan are:

1. THE ORDERLY, ECONOMICAL AND BENEFICIAL DEVELOPMENT AND USE OF LAND WITHIN THE CONTEXT OF A CITY-CENTERED PATTERN OF REGIONAL DEVELOPMENT.

2. THE STRENGTHENING OF EXISTING URBAN CENTRES AND REINFORCEMENT OF REGIONAL AND COMMUNITY IDENTITY.

3. THE OPPORTUNITY FOR ALL PEOPLE IN THE REGION TO OBTAIN ADEQUATE AND AFFORDABLE HOUSING IN LOCATIONS CONVENIENT TO EMPLOYMENT AND SERVICES, AND IN WELL PLANNED COMMUNITIES.

4. A PROSPEROUS AND STABLE ECONOMY OFFERING A VARIETY OF EMPLOYMENT OPPORTUNITIES CLOSE TO PLACES OF RESIDENCE.

5. THE OPPORTUNITY FOR ALL MUNICIPALITIES TO SHARE IN THE ECONOMIC GROWTH OF THE REGION.

6. A SAFE, EFFICIENT AND CONVENIENT MULTI-MODE TRANSPORTATION SYSTEM.

7. AN EFFICIENT AND ADEQUATE WATER, SEWER AND SOLID WASTE DISPOSAL SYSTEM.

8. THE PLANNING AND DEVELOPMENT OF TRANSPORTATION AND UTILITY SERVICES IN SUCH A MANNER AS TO SUPPORT THE PRINCIPLES OF ENVIRONMENTAL PROTECTION, SAFETY AND LAND USE COMPATIBILITY.

9. THE WISE AND EFFICIENT USE OF AGRICULTURAL LAND AND OTHER RESOURCES OF ECONOMIC IMPORTANCE.

10. THE CONSERVATION OF VALUABLE NATURAL, HISTORICAL AND CULTURAL RESOURCES FOR FUTURE USE AND BENEFIT OF THE REGION.

11. THE CONSERVATION OF OPEN SPACE FOR ITS NATURAL, AGRICULTURAL AND RECREATIONAL VALUE.

12. PROTECTION OF AN ADEQUATE AMOUNT OF OPEN SPACE TO MEET LOCAL AND REGIONAL OPEN SPACE AND RECREATIONAL NEEDS.

13. THE PROTECTION OF ENVIRONMENTALLY SENSITIVE AND UNIQUE AREAS.

14. COMPATIBILITY AND HARMONY BETWEEN THE NATURAL AND BUILT ENVIRONMENTS.

15. MAINTENANCE OF THE AESTHETIC QUALITIES OF THE REGION'S LANDSCAPE.

## 2.0 PLAN CONCEPT

### 2.1 Provincial Government Directives

The Alberta Cabinet, in resolving issues regarding the boundary of the City of Edmonton, has directed that the management of growth in the Edmonton Metropolitan Region shall incorporate the following directives:

- **the City of Edmonton as the dominant community in the Region and the centre of the regional growth pattern;**
- **to maintain approximately 75% of the population of the Edmonton Metropolitan Region in the City of Edmonton;**
- **to support growth up to a population of 70,000 people in each of St. Albert and Sherwood Park;**
- **the avoidance of an unduly dispersed pattern of residential, industrial and other types of human settlement;**
- **the conservation of high quality agricultural land; and**
- **the provision for reasonable growth of, and competition between, all existing municipal entities.**

These directives support growth primarily of existing urban centres, and direct a substantial portion of this growth to Edmonton and a small number of other urban centres. This is significant for the protection and/or conservation of prime agricultural soils, other natural resources, and extensive regional open space. A more scattered pattern of settlement would not only work against the city-centered region concept, but would also compound the difficulty of protecting these resources of regional importance. It is recognized that while opportunities will be made available for all municipalities to compete for growth, some, because of their unique attributes, will compete more successfully than others. Therefore, these directives represent a workable basis for growth management and land use planning in the Edmonton Metropolitan Region.

### 2.2 Growth Management Framework

The Commission, in collaboration and consultation with member municipalities and the Alberta Planning Board, and on the basis of provincial government directives, has formulated the following regional growth management framework. This framework provides the basis for the accommodation of future growth, and guides the overall direction of growth and change. It is the intent of the Commission to:

- **Locate more of the total regional population growth within the Inner Metropolitan Area as follows:**
  - (a) To maintain approximately 75% of the population of the Edmonton Metropolitan Region in the City of Edmonton; and
  - (b) To support growth up to a population of 70,000 people in each of St. Albert and Sherwood Park.
- **Locate the majority of the regional population growth, occurring outside the Inner Metropolitan Area, in the urban centres of Fort Saskatchewan, Leduc, Spruce Grove and Stony Plain.**
- **Distribute the remaining population growth among the remaining municipalities in the Region, focussing primarily on the existing urban centres.**
- **Balance the creation of local employment opportunities with population growth. Specifically:**
  - (a) To concentrate industrial and commercial employment in the Inner Metropolitan Area, primarily in the City of Edmonton; and

(b) To focus industrial employment, occurring outside the Inner Metropolitan Area primarily in the urban centres of Fort Saskatchewan, Leduc, Spruce Grove and Stony Plain.

- **Conserve high quality agricultural land, and ensure the wise use of other natural resources for the long-term benefit of the region.**

- **Provide transportation and utility services in a way which will reinforce the city-centered region concept.**

The above framework focuses on the complex issue of managing future regional growth. For comprehensive land use planning to take place, a more detailed set of planning principles is required to address land use issues related to growth management.

## 2.3 Planning Principles

The central idea of the city-centered region is to accommodate future growth within existing urban centres. This concept extends beyond the twenty-five year time frame of this Plan, and as such, it provides an on-going basis for other types of plans, decisions and actions. The concept of the city-centered region incorporates several broad, qualitative principles. These principles should not be interpreted as rigid requirements; rather, their aim is to describe the approach taken in the formulation of the policy component of the Plan. The principles are as follows:

- **A Hierarchical System of Inter-related Communities (See Table 2)**

  Edmonton City is recognized as the centre of the Region. Edmonton, Sherwood Park and St. Albert constitute the Inner Metropolitan Area. This central core of the Region will provide the highest order of services to residents of the Region.

  Beyond the Inner Metropolitan Area is a second tier of communities, the Satellite Industrial Centres, which will depend on the Inner Metropolitan Area for the highest order services and will in turn provide medium order services to the smaller communities and rural areas.

  The third tier of communities is the Local Service Centres which offer a basic level of services to their residents and the rural community.

  The fourth tier of communities is comprised of the rural municipalities which will provide, on a small scale, lifestyle alternatives to the urban residential setting, through minor growth of hamlets and country residential development.

  **Concentration of Population and Employment in Relation to the Hierarchical System of Inter-related Urban Centres.**

  The intensity and scale of urban development will vary according to municipal policy, site characteristics and servicing capacity. Densities will be highest in the largest urban concentrations.

  Employment opportunities will be located in places convenient to where people live. Location of future industrial development and major employment locations closely follow past commitments and will be in large nodes near highways, major roads and railways and in areas with characteristics highly suited for industrial uses.

TABLE 2
SETTLEMENT HIERARCHY*

| Tier | Designation/Community | Future Population 2006 | Percent of Region |
|---|---|---|---|
| | Edmonton Metropolitan Region | 1,301,000 | 100.0 |
| 1 | Inner Metropolitan Area | 1,097,000 | 84.3 |
| | Edmonton | 975,000 | 74.9 |
| | St. Albert | 60,000 | 4.6 |
| | Sherwood Park | 62,000 | 4.8 |
| 2 | Satellite Industrial Centres | 98,000 | 7.5 |
| | Fort Saskatchewan | | |
| | Leduc | | |
| | Spruce Grove | | |
| | Stony Plain | | |
| 3 | Local Service Centres | 40,000 | 3.1 |
| | Beaumont, Bon Accord, Calmar, Devon, Gibbons, Legal, Morinville, New Sarepta, Redwater | | |
| 4 | Rural Municipalities | 66,000 | 5.1 |
| | M.D. of Sturgeon | | |
| | Counties of Leduc (metro. part), Parkland (metro. part), Strathcona (rural part) | | |

* The placement of a community in a given tier of the hierarchy is determined by its function in the Region. The populations are based on these functions in relation to a projected population of 1.3 million for the Region in the year 2006.

- **Orderly and Compact Urban Development**

  Urban growth will occur by infilling or as an orderly extension of existing development. A more compact development pattern will minimize conflicts between urban areas, rural areas, and natural resources and environmental features. Compact development will also conserve energy because commuting distances will be shortened and public transportation systems will be more feasible to provide.

- **Rural Municipalities**

  Rural municipalities will perform a strong agricultural role for the benefit of the entire Region. Their role in providing areas for rural residential uses and extensive areas for industry, including resource-based and heavy industry, is also recognized.

- **Improved Mobility and Accessibility in Relation to the Hierarchical System of Inter-related Communities**

  A transportation system based on the provincial network, and composed of limited access highways, public transit and rail and air systems will provide improved transportation to most parts of the Region and to destinations beyond the Region. Emphasis is given to promoting energy efficiency through the use of public transit and through the concentration of development to allow reduced home/work distances. Establishment of transportation and utility corridors is encouraged as a means to reduce land use conflicts and to ensure that future infrastructure can be provided efficiently.

- **Centralized Facilities in Relation to the Hierarchical System of Inter-related Communities**

  Centralized municipal facilities and services can be used more effectively in the context of a city-centered region, and will assist in reducing the negative impacts on the environment.

- **A Regional Open Space System**

  Stream valleys and ravines, lakes and lake shorelands and upland areas containing exceptional scenery and topography will comprise the basic elements of the outdoor recreation and open space systems.

Open space areas will separate the individual communities and be joined to form a continuous permanent open space system for the Region. Intensity and types of uses within these areas will be limited to prevent permanent degradation of the natural environments.

- **Environmental Protection and Resource Conservation**

  Environmental quality will be maintained, prime agricultural lands will be conserved, and recreational opportunities will be made available relatively close to all urban centres. Land use will be influenced by environmental features such as soils, slopes, drainage, vegetation, and fish and wildlife habitat.

These principles are conceptually illustrated in Map 3 Plan Concept which shows the expected future development pattern for the Region.

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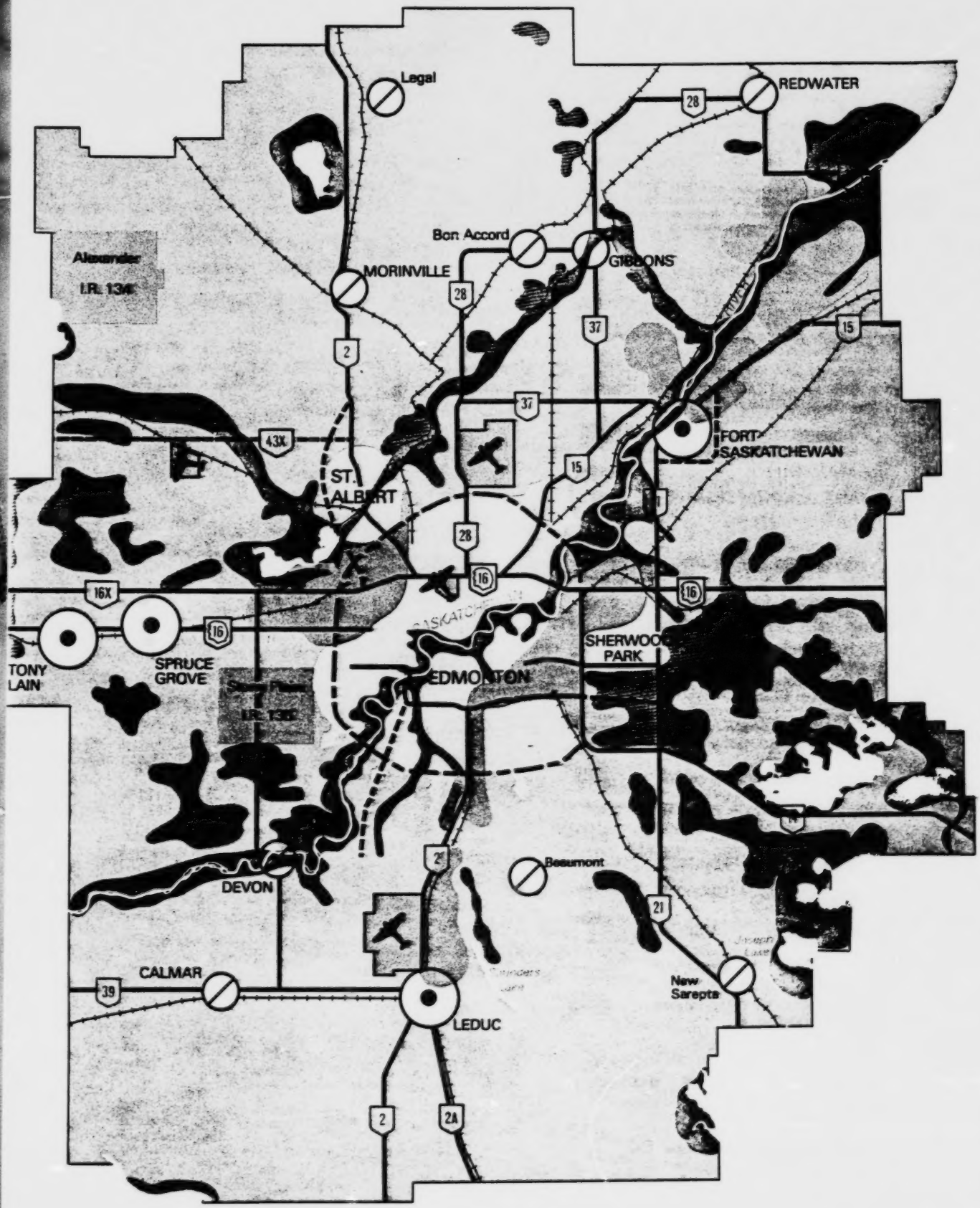
Legal
REDWATER
28
Bon Accord
GIBBONS
MORINVILLE
Alexander
I.R. 134
28
37
2
15
37
43X
FORT
SASKATCHEWAN
ST.
ALBERT
15
28
16X
16
16
16
SHERWOOD
PARK
TONY
LAIN
SPRUCE
GROVE
EDMONTON
Sturgeon
I.R. 136
Beaumont
DEVON
21
CALMAR
39
New
Sarepta
LEDUC
2
2A

# PLAN CONCEPT

## MAP 3

DECEMBER, 1982

NOTE: This map represents a broad and conceptual framework of the desired patterns of future regional development. For more specific interpretation refer to the main text in the Plan and Map 4.

FUTURE LAND USE AND URBAN STRUCTURE

- INNER METROPOLITAN AREA— EXISTING AND PROPOSED URBAN
- EXISTING AND PROPOSED MAJOR INDUSTRIAL
- SATELLITE INDUSTRIAL CENTRE
- LOCAL SERVICE CENTRE
- OPEN SPACE, OUTDOOR RECREATION AND AGRICULTURE PREDOMINANT
  Includes stream valleys, resort, lake/shorelands, natural habitat lands and other areas of high natural capability for recreation
- AGRICULTURAL AND RELATED RURAL USES including resource extractive activities
- RURAL RESIDENTIAL PREDOMINANT
- TRANSPORTATION/UTILITY CORRIDOR includes proposed Parkway Ring Road
- EXISTING PRIMARY HIGHWAY (37)
- PROPOSED MAJOR ROADWAY
- AIRPORT
- RAILWAY
- I.R. INDIAN RESERVE

kilometres 0 5 10 kilometres
miles 0 5 10 miles

EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION

# PART III:

# REGIONAL PLAN OBJECTIVES and POLICIES

1.0 Regional Growth Management

2.0 Servicing Infrastructure

3.0 Resource Management and Environmental Protection

4.0 Regional Land Use Designation and Map

# 1.0 Regional Growth Management

## URBAN AND RURAL SETTLEMENT

- 1.1 Urban Settlement and Land Use
- 1.2 Rural Settlement and Land Use
- 1.3 Housing
- 1.4 Regional Character and Heritage Conservation

## ECONOMIC AND INDUSTRIAL DEVELOPMENT

- 1.5 Economic Development
- 1.6 Industrial Land Use and Development

# PART III: REGIONAL PLAN OBJECTIVES AND POLICIES

## 1.0 REGIONAL GROWTH MANAGEMENT

*URBAN AND RURAL SETTLEMENT*

### 1.1 Urban Settlement and Land Use

The urban centres of the Region will continue to develop rapidly, requiring strong efforts by all levels of government to protect the qualities present in these centres. A coordinated effort is needed to ensure that urban growth is managed in a manner which not only provides a satisfactory social and physical urban setting, but also minimizes impacts on resources and the environment and assures that growth in the Region's urban centres does not outstrip the resources and services necessary to support it. The impacts of rapid growth such as loss of community identity, ability of social services to keep pace with growth, an adequate supply of affordable housing and decline of older neighbourhoods are issues which must be considered in managing urban growth.

The future urban character and land uses in the Region should reflect not only the conditions or trends that have prevailed, but should also strive towards improving the urban system. All of the Region's urban centres are capable of and would benefit from a further increase in population growth without any loss of their positive qualities. However, the Plan proposes that the most effective and efficient way of maintaining an attractive urban environment is to channel the majority of urban growth toward a compact Inner Metropolitan Area.

The intent of the urban settlement and land use objectives and policies is to identify suitable areas for urban development, to foster efficient development and to promote the expansion of urban areas in a manner consistent with good planning principles. The policies also define a framework for an urban development and land use pattern which will enable a broad range of land use and lifestyles to be accommodated within a hierarchy of urban settlement.

*OBJECTIVES:*

(1) TO MAINTAIN THE CITY OF EDMONTON AS THE DOMINANT COMMUNITY IN THE REGION, WHILE PROVIDING THE OPPORTUNITY FOR ALL OTHER EXISTING MUNICIPALITIES TO SHARE IN THE ACCOMMODATION OF THE REGION'S POPULATION AND ECONOMIC GROWTH.

(2) TO PROMOTE BALANCED GROWTH AND THE STRENGTHENING OF LOCAL SELF-SUFFICIENCY IN THE PROVISION OF HOUSING, EMPLOYMENT AND PUBLIC SERVICES.

(3) TO PROVIDE FOR THE PLANNED EXPANSION OF URBAN LAND USE.

*POLICIES:*

*Settlement Hierarchy*

1.1.1 The Commission supports the continued development of all urban centres in the Region, in keeping with their respective roles in the settlement hierarchy.

1.1.2 The Commission recognizes the interdependence of the Inner Metropolitan Area communities and endorses their co-operative efforts in planning for the location of employment generating activities.

1.1.3 The Commission supports the location of the highest order services and the development of a variety of economic activities in the Inner Metropolitan Area, as follows:

(a) The Commission recognizes the continuance of Edmonton in a dominant role as the centre of the Region with the widest variety and highest order of residential, industrial, business, governmental and cultural functions; and

(b) The Commission recognizes St. Albert and Sherwood Park as functionally part of the Inner Metropolitan Area with residential, industrial, business, governmental and cultural roles in keeping with their size and function.

1.1.4 The Commission supports the location of the majority of the regional population growth, occurring outside the Inner Metropolitan Area, in the urban centres of Fort Saskatchewan, Leduc, Spruce Grove and Stony Plain. These communities are designated as Satellite Industrial Centres.

1.1.5 The Commission encourages the Satellite Industrial Centres to develop a variety of economic activities so as to offer planned locations for the decentralization of economic opportunities; to ensure a strong and diversified real property tax assessment base; and to ensure the continued provision of a higher order of services to the local population and surrounding communities.

1.1.6 The remaining population growth in the Region will be accommodated primarily in the communities of Beaumont, Bon Accord, Calmar, Devon, Gibbons, Legal, Morinville, New Sarepta and Redwater. These urban centres are designated as Local Service Centres.

1.1.7 The Commission supports the initiatives of the Local Service Centres to attract industries that will promote local economic self-sufficiency and ensure the continuation of an adequate level of services for these communities and their respective service areas.

1.1.8 The Commission encourages Local Service Centres to develop employment generating activities that use local resources or that provide a local service.

*Balanced Urban Growth*

1.1.9 The Commission will support the efforts of local municipalities in the provision of housing, employment and public services to a level consistent with their role in the regional settlement hierarchy.

1.1.10 The Commission will promote a balance of non-residential and residential growth in all urban centres.

1.1.11 The Commission encourages all urban centres to provide the opportunity for their residents to live and work in proximate locations within the same municipality.

*Designation and Use of Urban Land*

1.1.12 The Plan Map designates, as General Urban existing urban development and land areas suitable for urban growth and expansion, and which will be required to meet the urban land use needs of the Region in the next 20-25 years (See Part III, Section 4.0).

1.1.13 Urban land use shall occur only in areas designated as General Urban.

1.1.14 The Commission recognizes the following land uses as suitable in the General Urban designation:

(a) urban residential development and associated uses;

(b) retail, commercial and wholesale businesses including highway commercial;

(c) institutional and municipal uses;

(d) recreation and open space uses;

(e) transportation, utilities and communication facilities; and

(f) small scale industrial uses and agricultural uses, which are compatible with urban development.

1.1.15 The Commission may allow the extension of General Urban land areas through the plan amendment procedure where the proposal is consistent with the settlement hierarchy role of the community and is supported by the growth management framework of this Plan and by a proposed Area Structure Plan (See Part IV, Section 3.0).

1.1.16 The expansion of urban land use:

(a) should be directed to lands adjoining the built-up area in order to make use of existing public services and capital facilities, to promote ease of servicing and to reduce land use conflicts;

(b) should be directed to land that is, or can be, economically supplied with transportation facilities, and utility services including the provision of an adequate supply of water, the suitable disposal of sewage and the containment and disposal of stormwater run-off;

(c) should avoid steep, unstable slopes, soils of adverse structure, areas of poor drainage or other areas that present significant limitations to development;

(d) should avoid prime agricultural land where alternatives exist for the community, or land where the use of any natural resource of regional importance would be precluded (See Policies 3.1.2, 3.1.13, 3.1.16 and 3.2.4 through 3.2.6); and

(e) should be directed to areas that can be economically supplied with social services.

1.1.17 The Commission encourages municipalities to promote the efficient use of land within all urban communities including infilling, rehabilitation and redevelopment of land at higher densities.

1.1

1.1.18 The Commission shall evaluate any proposal for municipal boundary expansion in accordance with the provisions of the land use plans of the affected municipalities and of this Plan including:

(a) the hierarchical system of communities and the role of the community as defined in this Plan;

(b) the balanced growth concepts of this Plan;

(c) the proven need for additional lands in relation to the supply of urban land, in recognition of the need to maintain a competitive marketplace; and

(d) the feasibility of coordinating the extension of transportation and utility infrastructure with existing or planned systems.

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## 1.2 Rural Settlement and Land Use

Rural settlement takes on various forms and occurs in response to many different demands, in particular, in support of the agricultural activities taking place in the Region, and of the desire by some of the Region's residents to live in a non-urban environment. The Plan provides for the rural municipalities to perform a strong agricultural role, with limited emphasis placed on their role in accommodating regional population growth. While the policies of the Plan recognize the need for a variety of rural residential uses, they also recognize that some patterns of land use and subdivision are incompatible with, or can destroy, valuable natural resources and can be costly to provide with services.

Because of its extensive nature, rural settlement must be guided carefully to prevent it from conflicting with other rural activities or urban and industrial expansion, and to ensure the provision of an environmentally sound level of services.

The Plan recognizes rural residences as an accepted land use which provides for an alternative lifestyle that must be accommodated in the Region. The objectives and policies for rural residences outline criteria for designating areas and sites for this form of development. The intent of the policies is to keep to a minimum the adverse land use impacts associated with rural residential use and to ensure that new development occurs in locations most appropriate to that use.

*OBJECTIVES:*

(1) TO ENSURE THAT RURAL RESIDENTIAL LAND USE AND DEVELOPMENT TAKES PLACE IN A PLANNED FRAMEWORK WITHOUT JEOPARDIZING THE PRESENT AND FUTURE USE OF THE REGION'S AGRICULTURAL LAND AND OTHER VALUABLE NATURAL RESOURCES, AND WITHOUT LIMITING THE OPTIONS FOR FUTURE URBAN EXPANSION.

(2) TO GUIDE RURAL RESIDENTIAL LAND USES:

(a) IN A MANNER WHICH PROVIDES FOR ORDERLY AND EFFICIENT USE OF LAND; AND

(b) TO LOCATIONS WHICH ARE MOST SUITED TO SUCH USES AND WHICH PROVIDE A HIGH QUALITY ENVIRONMENT FOR THE RURAL RESIDENT.

*POLICIES:*

*Designation and Use of General Rural Land*

1.2.1 The Plan Map designates as General Rural those areas of the Region which are of lower agricultural capability, are used extensively for rural residential uses, and which are not otherwise designated in this Plan (See Part III, Section 4.0).

1.2.2 General Rural areas may be used for agriculture, rural residences, recreation, resource extraction, institutions, resorts, rural industry, utilities and transportation facilities, provided these uses are permitted by a General Municipal Plan or land use bylaw and are consistent with the growth management framework and policies of this Plan.

1.2.3 Single residential parcels may be established in accordance with Agricultural Land Use Policy 3.1.11.

*Metropolitan Fringe*

1.2.4 For the purposes of this Plan, Metropolitan Fringe is recognized as the rural/urban interface, commencing at the limits of the developed urban area and encompassing those areas where special planning and consultative measures are desirable to ensure the rational conversion of rural land.

1.2.5 The Plan Map identifies as Metropolitan Fringe - Special Control Area, those areas experiencing the most intense growth pressures where options for urban or industrial expansion after the year 2006 should be protected. The Commission will support, and assist in, the joint efforts of municipalities to further refine this area (See Part III, Section 4.0).

1.2.6 The Commission encourages local initiatives in joint or complementary planning efforts, including the preparation of Joint General Municipal Plans, which will provide for detailed control over the use and development of lands in the Metropolitan Fringe.

1.2.7 The Metropolitan Fringe may be used for rural activities, when supported by a land use bylaw, pursuant to a General Municipal Plan or Joint General Municipal Plan, wherein it is demonstrated that such uses:

1.1

(a) are consistent with the growth management framework and policies of this Plan;

(b) will not preclude the use of the area for future urban development;

(c) are permitted only as part of a planned expansion of an existing land use;

(d) avoid premature conversion of agricultural land;

(e) will not adversely affect the development of planned transportation or utility corridors; and

(f) will not have an adverse impact on surrounding lands.

1.2.8 The Commission recommends to the municipalities that they discourage the location, in the Metropolitan Fringe, of intensive agricultural operations and isolated rural industrial land uses which may be offensive to urban residents.

*Hamlets*

1.2.9 The Commission recognizes the following hamlets in the Region:

(a) in the County of Leduc - Buford, Kavanagh, Nisku and Rollyview;

(b) in the County of Strathcona - Ardrossan, Cooking Lake, Josephburg and North Cooking Lake; and

(c) in the Municipal District of Sturgeon - Alcomdale, Calahoo, Carbondale, Cardiff, Riviere Qui Barre and Villeneuve.

1.2.10 Hamlets shall continue to perform local residential and service functions for their surrounding agricultural areas.

1.2.11 Hamlet growth should be limited to infilling within the existing built up area.

1.2.12 Limited expansion of hamlets may be permitted providing:

(a) the increase in the number of residents does not change the type or character of the hamlet and is consistent with the hamlet's local service role;

(b) boundaries are established for the hamlet in accord with Policy 1.2.13;

(c) the expansion is not onto prime agricultural land (See Policy 3.1.9), nor does it preclude the use of other natural resources (See Policies 3.2.4 through 3.2.6);

(d) adequate infrastructure and other basic services are available or will be provided; and

(e) an area structure plan has been adopted for the expansion area.

1.2.13 The Commission encourages rural municipalities to define the boundaries of each hamlet, in consultation with the Commission and Alberta Municipal Affairs.

1.2.14 Where a hamlet exhibits high growth potential, the Commission in cooperation with the affected rural municipality may, by amendment to the Regional Plan, designate the hamlet as an urban centre, to be subject to the

Urban Settlement and Land Use Policies of this Plan. Appropriate size limits and boundaries shall be established for hamlets so designated. The Hamlet of Sherwood Park is designated as an urban centre.

*Location of Multiple Parcel Country Residential Land Use*

1.2.15 New country residential land use should be directed only to locations designated as General Rural in this Plan and should be directed away from viable agricultural communities.

1.2.16 The Commission recommends that local municipalities identify specific locations for future multiple parcel country residential uses within their statutory plans and/or bylaws, in accord with the criteria established in Policies 1.2.18 through 1.2.20.

1.2.17 The Commission recommends that in areas where substantial rural residential development is anticipated, the municipality prepare and adopt an area structure plan.

1.2.18 The Commission recommends that the expansion of country residential land use should infill or build on existing concentrations in order to reduce potential conflicts with other land uses.

1.2.19 In designating areas for country residential land use, municipalities shall direct such use away from:

(a) land defined in this Regional Plan as Prime Agricultural Land (See Policy 3.1.13);

(b) areas where the use of a natural resource of economic importance may be precluded (See Policies 3.2.4 through 3.2.6);

(c) areas identified for heavy industry (See Policies 1.6.9, 1.6.13 and 1.6.14);

(d) areas identified for the protection of wildlife (See Policy 3.5.1); and

(e) areas of environmental sensitivity such as flood plains and unstable slopes.

1.2.20 In designating areas for country residential land use, municipalities shall conform to the *Subdivision Regulation* with respect to the permitted distance of a country residence from the boundaries of a city, town, village or summer village.

1.2.21 The Commission recommends that municipalities make provision for adequate separation between country residential land use and:

(a) extractive resource operations (See Policy 3.2.8);

(b) odor causing, intensive agricultural activities [See Policy 3.1.11(d)];

(c) landfill sites, sewage treatment plants and sewage lagoons;

(d) highways, airports, and pipeline and powerline transmission corridors;

(e) heavy industry (See Policies 1.6.13 and 1.6.14); and,

(f) any other noxious or dangerous facility such as a sour gas facility or a transportation facility carrying dangerous goods.

1.

1.2.22 The Commission recommends that country residential land use be permitted only on land which:

(a) has safe and adequate long-term water supplies to serve the subdivision;

(b) can support appropriate sewage disposal systems adequate to serve the parcel or the subdivision; and

(c) makes provision for an adequate drainage system.

1.2.23 Country residential land use should be planned in a manner that will not produce unacceptable social or economic costs or present a danger to public health and safety. Consideration should be given to the impact of such development on the economic provision of such programs and services as:

(a) utilities, such as gas and electricity;

(b) good access;

(c) fire protection;

(d) recreational facilities; and

(e) education, health and other social needs.

1.2.24 In order to minimize the fragmentation and consumption of agricultural land, the timing, location and magnitude of country residential land use should be based on the regional growth management framework of this Plan and on evidence that there is sufficient demand in relation to supply to justify further areas for country residential land use.

1.2.25 The Commission recommends that country residential parcels should be one to two hectares in size in order to maintain the rural character of the area. The Commission recognizes that, due to environmental or other development constraints, a larger parcel size may be required in some instances.

*Resort Residential Use*

1.2.25 The Commission may support proposals for resort subdivision and development:

(a) to the degree that is consistent with the capacity of the lake and adjacent shoreland to sustain recreational activity; and

(b) that improve access to and use of recreational opportunities by the public.

1.2.26 The Commission recommends that the locational and siting criteria for country residential land use be used when designating locations and sites for resort residential land uses (See Policies 1.2.18 through 1.2.23).

## 1.3 Housing

The availability of housing for the Region's existing and future residents is a matter of regional concern. The housing market can be influenced by the actions of all levels of government. The Commission can play an important role by monitoring the consumption of, and demand for housing, and working with the public and private sector so as to ensure that the supply of land and the provision of necessary services are adequate to enable the housing industry to meet the demand for new dwellings. The Commission can also encourage innovative approaches to land servicing and subdivision design which would result in more cost efficient housing, and can work towards a planning and subdivision process that does not place an unnecessary burden on housing costs.

*OBJECTIVE:*

(1) TO ENCOURAGE THE PROVISION OF AN ADEQUATE SUPPLY OF AFFORDABLE HOUSING IN APPROPRIATE LOCATIONS THROUGHOUT THE REGION.

*POLICIES:*

1.3.1 The Commission encourages municipalities to provide a variety of affordable housing types to serve the needs of all income and social groups.

1.3.2 The Commission will co-operate with municipalities, other levels of government and the housing industry in programs that will result in a supply of affordable housing to meet regional demands and maintain a competitive housing market.

1.3.3 The Commission will monitor the consumption of housing, including residential lot supply and residential lot approvals, and will conduct periodic reviews of housing requirements in the Region.

1.3.4 The Commission encourages innovative approaches to the design, servicing, construction, management and financing of affordable housing.

1.3.5 The Commission encourages municipalities to promote neighbourhood rehabilitation and improvement.

1.3.6 The Commission recognizes mobile homes as a suitable housing alternative and urges municipalities to make provision for such housing in their General Municipal Plans, in consideration of the growth management framework of this Plan.

## 1.4 Regional Character and Heritage Conservation

The present rural and urban environments of the Region, which people value and enjoy, are largely the result of historical development and cultural influences. It is recognized that there is strong historical character to the Region comprised of features including: sites and areas of archaeological and historical value; and buildings and structures of architectural, cultural and historical importance. The conservation and preservation of the Region's heritage, both historical and cultural, will provide an important link with the past and a bridge to the future.

Urban communities have recognized the importance of historical buildings, viable community centres, conservation of older neighbourhoods and protection of scenic areas of community value. However, to a large extent municipalities have not incorporated these important civic goals into more permanent long range programs. Efforts need to be directed towards ways and means of incorporating these features into the planning of the Region's settlements.

*OBJECTIVE:*

(1) TO ENCOURAGE CONSIDERATION OF URBAN DESIGN, CULTURAL AND HISTORICAL CONCERNS IN LAND USE PLANNING FOR THE REGION.

*POLICIES:*

1.4.1 The Commission encourages the identification, protection and enhancement of historical and cultural features in the Region.

1.4.2 The Commission will cooperate with Alberta Culture and member municipalities in the identification, designation and planning of historical and archaeological sites in the Region.

1.4.3 The Commission recommends that municipalities, in their statutory plans and bylaws, make provision for:

(a) the protection of significant historical sites and buildings, and cultural resources;

(b) the conservation and/or rehabilitation of downtowns and older residential neighbourhoods; and

(c) the identification and protection of municipal scenic areas including areas of natural beauty and attractive streetscapes.

1.4.4 The Commission encourages municipalities to consider the following elements of urban design in their local planning, and in particular:

(a) the design, appearance, function and character of buildings and downtown cores;

(b) the relationship of buildings with each other and with the spaces between them, street furniture, signage and landscaping;

(c) the appearance of highway entrances to the municipality; and

(d) the areas of land use transition, particularly between the downtown or other predominantly commercial areas and the surrounding older residential neighbourhoods.

1.4.5 The Commission endorses the following principles of urban design:

(a) redevelopment of older residential areas should take place in a manner which retains the unique character and features of existing neighbourhoods; and

(b) new development should be integrated with older residential areas in a sensitive manner, having regard for the function, appearance, and the existing socio-economic structure.

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# ECONOMIC AND INDUSTRIAL DEVELOPMENT

## 1.5 Economic Development

While the authority for stimulating or guiding economic development rests with the federal, provincial and municipal governments, economic development concerns are of importance to regional land use planning. The economic development policies for the Region complement those for the Province and promote diversification of economic activity throughout the Region, and a balance between economic growth and other types of development.

The Edmonton Metropolitan Region accommodates a significant portion of Alberta's economic activity. The proximity of the Region to resource development throughout Alberta and northwest Canada largely accounts for the amount and type of economic activity currently found in the Region. This locational advantage can be expected to maintain the Region's economic attractiveness, and hence economic growth, in the future.

Economic growth and diversification have profound land use planning implications, including demand for industrial land. This in turn increases demands for public services and may cause conflicts between the many human activities which compete for the same land and resources.

The Regional Plan establishes the general principles that are to be applied in guiding the location of major employment generating activities in the Region and will be used to facilitate economic development by means of proper land use management. This involves assessing and monitoring the Region's economic potential, ensuring adequate alternatives for industrial locations and promoting compatible land use development.

### *OBJECTIVES:*

(1) TO ENCOURAGE THE EXPANSION AND DIVERSIFICATION OF THE REGION'S ECONOMIC BASE.

(2) TO ENABLE MUNICIPALITIES TO ACHIEVE BALANCED GROWTH BY INCREASING LOCAL EMPLOYMENT OPPORTUNITIES AND STRENGTHENING THEIR NON-RESIDENTIAL TAX BASE.

### *POLICIES:*

1.5.1 The Commission will maintain a close liaison with municipal, provincial and federal agencies and the private sector involved in economic and industrial development and promotion. In particular the Commission will:

(a) co-operate with the Government of Alberta in developing and implementing economic policies and programs which promote the diversification and stability of the Region's economy; and

(b) promote an improved understanding of the inter-relationships between economic development and regional land use planning among all levels of government.

1.5.2 The Commission supports the initiatives of municipalities to balance the creation of local employment opportunities with local population growth (See Policies 1.1.9 through 1.1.11).

1.5.3 The Commission encourages the distribution of the Region's economic activities in a manner which promotes local employment and the equitable distribution of the non-residential fiscal base and in a manner consistent with the growth management framework of this Plan.

1.5.4 The Commission supports in principle, the intentions of the government to find ways of reducing inter-municipal conflict over municipal tax resources.

1.5.5 The Commission will establish and maintain an on-going program to identify the needs, trends, and potential of the Region's economy (See Part IV, Policy I-24).

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## 1.6 Industrial Land Use and Development

The Edmonton Metropolitan Region's economy depends on the continued growth and development of the major industrial areas of the Region which are by their nature metropolitan in scope. Metropolitan industrial areas contain a wide range of industry in concentrated locations. In some instances, the industrial areas in urban and rural municipalities interface to form one large area, offering similar types of establishments. Metropolitan Industrial areas are designated in this Plan to recognize this unique situation, and to ensure that incompatible uses do not encroach on existing industrial areas.

Heavy industrial areas are designated in this Plan, in order to ensure the continued availability of land for heavy industry and compatibility with adjacent land uses.

The Plan also recognizes two other types of industrial development and land use for policy purposes: urban, and rural industrial land use. Urban industry consists of small localized areas of industry located within existing urban centres and generally compatible with other forms of urban development. Rural industrial land use is usually extensive in nature, resource oriented, and does not necessarily lend itself to concentration in fully serviced industrial park settings.

Policies in the Plan guide the general location of industrial land use in the Region.

## OBJECTIVES:

(1) TO GUIDE INDUSTRIAL LAND USE AND DEVELOPMENT SO AS TO ENSURE THAT THE AREAS BEST SUITED FOR SUCH DEVELOPMENT RECEIVE PREFERENCE FOR INDUSTRIAL USE.

(2) TO IDENTIFY AND PROTECT REGIONALLY SIGNIFICANT INDUSTRIAL AREAS FOR FUTURE INDUSTRIAL LAND USE AND DEVELOPMENT.

(3) TO PROVIDE, IN RURAL LOCATIONS, FOR INDUSTRIAL LAND USE AND DEVELOPMENT WHICH USE LOCAL RESOURCES, OFFER A LOCAL SERVICE OR REQUIRE LARGE AMOUNTS OF LAND.

## POLICIES:

*General Location of Industry*

1.6.1 The Commission recognizes the presently designated major industrial areas in the Inner Metropolitan Area, the Satellite Industrial Centres and the rural municipalities as regionally significant and therefore will endeavour to protect these areas for future industrial use.

1.6.2 Industrial land use shall be directed to land where:

(a) compatibility with adjacent land uses is assured;

(b) adequate utility servicing can be economically supplied; and

(c) adequate access to and essential transportation linkages can be provided.

1.6.3 New industrial land use shall avoid:

(a) prime agricultural land where suitable alternatives exist (See Policy 3.1.6);

(b) land where the development would preclude the use of any other economic resource of regional significance (See Policies 3.2.4 through 3.2.6); and

(c) nature conservation or open space areas unless such a location is deemed essential (See Policies 3.3.8, 3.4.2 and 3.4.3).

1.6.4 Industrial land use should be planned in recognition of:

(a) provincial and municipal requirements respecting proximity, and access, to highways;

(b) the capacity of the transportation system to accommodate increases in traffic volumes and loads; and

(c) required improvements to the transportation system (See Policy 2.2.9).

1.6.5 Expansion to existing industrial areas should be contiguous, where possible, and should occur only where utilities and other services can be readily and economically extended. Infilling and redevelopment of existing industrial land is a preferred alternative and should be encouraged.

*Metropolitan Industrial Land Use*

1.6.6 The Plan Map designates as Metropolitan Industrial those areas containing major concentrations of industrial development and employment, and areas required to meet the major industrial land use needs of the Region in the next 20 to 25 years (See Part III, Section 4.0).

1.6.7 Metropolitan Industrial areas may be extended through the plan amendment procedure. The extension of, or the establishment of a new Metropolitan Industrial area shall meet the requirements of Policies 1.6.2 through 1.6.5, and should be predicated upon a high level of servicing and site design standards.

1.6.8 Metropolitan Industrial areas will provide a variety of types of industrial land, levels of servicing and lot sizes to meet the diverse needs of industries serving the Metropolitan Region.

*Heavy Industrial Land Use*

1.6.9 The Plan Map designates as Heavy Industrial those areas containing existing concentrations of heavy industrial development and those areas which, due to their physical features and location in the metropolitan context, are suitable for the future use and expansion of heavy industrial land use (See Part III, Section 4.0).

1.6.10 Heavy Industrial areas may be extended through the plan amendment procedure (See Part IV, Section 3.0), and shall meet the requirements of Policies 1.6.2 through 1.6.5, and of the heavy industrial land use policies.

1.6.11 Development in areas generally identified for heavy industrial land use should include only:

(a) heavy industries;

(b) industrial land uses whose existence and operation require locations in close proximity to heavy industrial land uses; and

(c) general industrial land uses beneficial to existing or proposed heavy industrial land use.

1.6.12 Heavy industrial land use and development in the Region is encouraged to locate in clusters so that land use conflicts are minimized.

1.6.13 The Commission recommends that a minimum 3.0 km separation should be maintained between future heavy industrial land areas, as designated on Map 4, and major population concentrations.

1.6.14 A minimum 1.5 km buffer shall be maintained to separate Heavy Industrial areas, as designated on Map 4, from incompatible land uses such as: residential developments; schools; hospitals; and other institutions for human habitation.

1.6.15 Development within the 1.5 km buffer area should:

(a) avoid intensification of existing incompatible land uses;

(b) be compatible with adjacent heavy industry; and

(c) not accommodate any future heavy industrial development.

1.6.16 Development located between heavy industries and incompatible land uses should be transitional from heavy to light to non-industrial uses.

*Rural Industrial Land Use*

1.6.17 Rural industrial land use may include:

(a) industries which provide products or services directly associated with the agricultural industry;

(b) natural resource extractive industries; and

(c) storage industries which require relatively large areas of land and minimal on-site improvements.

1.6.18 Industrial land use in rural municipalities should be located in Metropolitan Industrial areas or in Heavy Industrial areas except where:

(a) resource industries must locate near their source of raw materials; or

(b) a rural industrial land use is deemed unsuitable for accommodation in a Metropolitan Industrial or Heavy Industrial area; or

(c) an industry has other unique site requirements.

*Commercial Land Use in Industrial Areas*

1.6.19 Commercial land uses within designated Metropolitan Industrial areas may be permitted where such uses are supportive of adjacent industrial uses and where the amount of land occupied by such uses will not unduly restrict development of industrial uses.

1.6.20 Commercial land uses not directly related to metropolitan industrial land uses should be kept to a minimum. Firms providing services to industries and their workers should be accommodated only under the specific provisions of municipal land use bylaws.

1.6.21 The policy respecting highway commercial development should be consulted where a proposal is made to locate a highway commercial land use in an industrial area (See Policy 2.2.13).

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# 2.0 Servicing Infrastructure

## GENERAL INFRASTRUCTURE

2.1 Transportation and Utility Systems

## TRANSPORTATION

2.2 Regional Road System
2.3 Public Transportation
2.4 Rail Transportation
2.5 Air Transportation

## UTILITIES

2.6 Public Utilities
2.7 Energy Utilities

## 2.0 SERVICING INFRASTRUCTURE

*GENERAL INFRASTRUCTURE*

### 2.1 Transportation and Utilities Systems

Transportation and utility systems are closely linked as essential components of the basic infrastructure of the Region and the Province. This infrastructure can be used to support development, in addition to stimulating growth, and is made up of: the transportation components (roads, public transportation, railways and air transportation facilities); public utilities (water, sewer, stormwater and solid waste facilities); and energy utilities (pipelines, powerlines, and related resource facilities). Development of this infrastructure in the Edmonton Region will influence the way population and land use activities are distributed and, to a large extent, the quality of life to be enjoyed by the Region's residents.

While the development of transportation and utility systems is the primary responsibility of other levels of government and individual operators, the focus of Regional Plan policy is to give recognition to the need for developing an integrated system which is related to the land use and settlement patterns proposed by this Plan. The need for continued coordination of transportation/utility planning amongst the municipalities, other agencies and the Province is therefore an important issue area.

An important principle of transportation and utility planning is the concept of corridors. The concentration of utility/transportation facilities in corridors, where safe and economically justified, has many positive benefits. This approach limits the fragmentation and intersection of agricultural lands, provides opportunities for ensuring the availability of adequate rights-of-way for future expansions, and minimizes the amount of land required for facilities. This method minimizes the costs of land acquisition and reduces the amount of planning and management required, while concentrating the physical, social and economic impacts.

The transportation and utility system objectives reflect the scope and common philosophy of the subsequent policy subsections on individual transportation modes and utility services.

*OBJECTIVES:*

(1) TO ENCOURAGE AN INTEGRATED MULTI-MODE TRANSPORTATION SYSTEM WHICH PROVIDES IMPROVED MOBILITY AND ACCESSIBILITY.

(2) TO MINIMIZE ADVERSE SOCIAL, ENVIRONMENTAL AND LAND USE IMPACTS FROM THE CONSTRUCTION AND OPERATION OF TRANSPORTATION AND UTILITY FACILITIES.

(3) TO DEVELOP FOR THE COMMISSION A ROLE IN THE COORDINATION OF REGIONAL LAND USE WITH THE PLANNING OF TRANSPORTATION AND UTILITY SYSTEMS.

(4) TO ENCOURAGE THE DEVELOPMENT OF A TRANSPORTATION SYSTEM AND EFFICIENT SERVICES THAT WOULD CONSERVE ENERGY, AND REDUCE VEHICULAR TRIPS AND ROADWAY CONGESTION.

*POLICIES:*

*System Co-ordination*

2.1.1 The Commission encourages the continual upgrading and development of the transportation and utility system so that it will efficiently serve the present and future needs of the Region's people and be consistent with the growth management framework of this Plan (See Policies 2.2.1 and 2.6.9).

2.1.2 The Commission will assist in the establishment of a more complete referral system with the Province and the appropriate organizations administering each transportation and utility facility. The referral system should allow for input by municipalities and their residents, as well as the Commission, at an early stage in the preparation of plans for the development, expansion or modification of a transportation route or facility.

2.1.3 The Commission recommends to member municipalities that they consider establishing noise level standards for proposed residential areas adjacent to existing or proposed highway or railway corridors. It is recommended that, where the attenuated outdoor noise level exceeds 65 dBA Leq, residential development be restricted unless noise mitigation measures are undertaken.

*Corridor Systems*

2.1.4 The Commission encourages proponents of a transportation/utility alignment or facility to consider the feasibility of including the proposed facility in an existing or future transportation/utility corridor (See Policies 2.6.4 and 2.7.3).

2.1.5 The Commission encourages proponents of transportation and utility facilities to recognize the following factors in their planning:

(a) compliance with the Regional Plan, municipal statutory plans and land use bylaws;

(b) maximizing safety considerations, and reducing noise annoyance to residential and other sensitive land uses;

(c) maintaining the productivity of agricultural land by minimizing the creation of isolated parcels; and

(d) protection of recreational, ecological, historical or cultural resources of regional importance.

2.1.6 The Commission encourages municipalities to define and protect land areas suitable for transportation and utility corridors and to work with proponents of facilities to implement such corridor systems (See Policies 2.2.4 and 2.7.2).

2.1.7 Where changes in land use are proposed adjacent to existing or new transportation or utility facilities, the Commission will encourage the appropriate authorities to ensure that such changes in land use:

(a) achieve land use compatibility; and

(b) take into consideration requirements for future transportation and utility improvements and expansions.

*Restricted Development Areas (RDA's)*

2.1.8 The Commission recognizes that the primary purpose of the provincially-designated Edmonton RDA and Sherwood Park West RDA is to serve major transmission and utility corridor functions (see Appendix 6).

2.1.9 The Commission supports the principle that the transportation and utility corridor can accommodate any secondary land use that will not interfere with the primary purpose of the RDA and that is compatible with the Regional Plan and municipal statutory plans and bylaws.

2.1.10 Lands released from transportation and utility RDA's shall be given the most appropriate land use designation under the Regional Plan in terms of adjacent land uses and as requested by the affected municipality. Land released from the aforementioned RDA's will not require an amendment to the Plan.

2.1.11 The Commission recognizes the multi-purpose functions of the RDA's and will continue to assist in the planning and coordination of land uses both within and adjacent to the RDA's in conjunction with affected municipalities and the Province [See Policy 3.4.7 (j)].

*TRANSPORTATION*

## 2.2 Regional Road System

The Regional Road system consists of the following administrative classifications: primary highways, secondary roads and municipal arterials. The Commission recognizes the importance of coordination between the provincial government and member municipalities relative to the development of a regional transportation plan and the planning and development of major inter-municipal arterials.

An essential feature of the transportation system is the provision of a hierarchy of roads necessary to support the desired development pattern of the Region in an economic and environmentally safe manner. It is recognized that roads have an impact not only on the physical environment but also on land use patterns.

A large number of facilities are being proposed at very high costs, and consequently there is a need to ensure the efficient use of funds, and the consistent staging of facilities with regional land use activities. A regional transportation plan is needed to identify the overall transportation scheme for major roads and transit services in recognition of the need to ensure a coordinated approach to the provision of cost-efficient facilities which recognize development priorities in the Region.

*OBJECTIVE:*

(1) TO PROMOTE THE MEANS BY WHICH ALBERTA TRANSPORTATION AND THE MEMBER MUNICIPALITIES CAN PLAN, DEVELOP AND MAINTAIN AN INTEGRATED SYSTEM OF ROADS.

*POLICIES:*

*Planning and Development of Regional Road System*

2.2.1 The Commission supports the development and maintenance of a hierarchical road system to accommodate the regional movement of people, goods and services within the financial capabilities of the member municipalities and consistent with the regional growth management framework.

2.2.2 The Commission recognizes that a regional road system should form an integral part of the provincial highway system, and thus consist of:

(a) primary highways;
(b) secondary roads; and
(c) municipal arterials.

2.2.3 The Commission and its member municipalities will work with Alberta Transportation to prepare a regional transportation plan which will:

(a) reflect future regional roadway requirements;

(b) be based on the land use and population distributions consistent with the regional growth management framework of this Plan; and

(c) consider the existing transportation systems and plans at the municipal level.

2.2.4 The Commission encourages municipalities to define and protect routes of good continuity in addition to corridors and rights-of-way required for future road alignments (see Appendix 7).

2.2.5 The Commission will participate with Alberta Transportation and member municipalities in the review of the roadway network planning, in the development of priorities, and in determining requests for designation of secondary roads within the Region in order to maintain the integration of the road system with regional land use patterns and travel requirements.

2.2.6 Municipalities should define and develop their road systems to integrate effectively with the roads of adjoining municipalities and with the primary highway system.

2.2.7 The Commission encourages:

(a) the development of the proposed Parkway Ring Freeway as a facility within the provincially designated utility and transportation RDA, to provide distribution and by-pass functions within the Inner Metropolitan Area; and

(b) the Commission encourages the City of Edmonton and Alberta Transportation to complete a system of high standard penetrator routes which are designed to route traffic around rather than through Edmonton's central business district.

2.2.8 Municipal statutory plans and bylaws should include:

(a) a hierarchical road system of arterials, collectors and truck routes to meet municipal plan objectives, but in accordance with Policy 2.2.6;

(b) the requirements for, and future staging of, major arterials and collectors, truck routes and dangerous good routes under municipal jurisdiction;

(c) adoption of road standards including, in part, road rights-of-way, cross-sections and access control commensurate with anticipated road functions; and

(d) the identification of mitigation measures that need to be undertaken to reduce noise levels (See Policy 2.1.3).

2.2.9 The Commission recommends that municipalities involved in the approval of major subdivision applications, and/or area structure plans, should consider the potential impacts on the road system and require that a traffic analysis be undertaken.

2.2.10 The Commission encourages member municipalities to consider, in their statutory plans, planning measures for energy conservation and, in particular, reducing vehicular trips through:

(a) promotion of a compact and contiguous urban form;

(b) concentration of development along transportation and transit corridors within the urban form; and

(c) where practical, encouraging the use and development of public transportation systems.

*Land Use in the Vicinity of Highways*

2.2.11 Land use in the vicinity of highways should be controlled to provide the motoring public with a safe and aesthetically pleasing environment. In particular, municipalities are encouraged to address, in their land use bylaws, standards for signs, landscaping, building setbacks and architectural treatment in the vicinity of highways.

2.2.12 Land uses in the vicinity of highways should be designed to:

(a) facilitate the planned location of regional utility, and other linear transportation facilities; and

(b) promote the efficient use of land, and minimize personal disruptions and disturbances to private land uses and investments; and

(c) minimize public expenditures associated with property acquisition for the purposes of proposed highway expansion or extension.

2.2.13 Highway commercial development not situated within an urban centre, should be minimized and should be permitted only under the following conditions:

(a) where it provides infill or a minor extension of an existing highway commercial area;

(b) where it provides a needed highway commercial service not available in the vicinity and requires highway frontage; and,

(c) where it creates no new access point or allows the provision of a safe access which will not, in the opinion of Alberta Transportation, be a source of highway traffic management difficulty.

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## 2.3 Public Transportation

An important complementary element of the urban transportation system is public transportation, which provides an alternative to exclusive reliance upon the automobile.

Public transportation modes in the Region include public transit bus, light rail transit, and, on a smaller scale, disabled adult transportation systems (DATS), share-ride taxi, and special service buses and taxis.

Public transit can most efficiently accommodate travel trips which are concentrated in time and in space along high demand travel corridors. Increased population and employment concentrations, and growth in urban communities surrounding the City of Edmonton will improve the feasibility in the future of extending the existing public transit system in the Metropolitan Region.

Use of the public transit system may become more attractive in future due to the rising costs of energy, affordability of the private automobile and environmental concerns related to heavy automobile use.

### *OBJECTIVE:*

(1) TO ENCOURAGE THE DEVELOPMENT OF A DEPENDABLE AND INTEGRATED PUBLIC TRANSPORTATION SYSTEM WHERE SERVICE IS ECONOMICALLY WARRANTED.

### *POLICIES:*

*Planning and Development - Public Transportation*

2.3.1 The Commission will co-operate with Alberta Transportation, member municipalities and other passenger transportation operators in the planning of an integrated public transportation system in the Region.

2.3.2 The Commission encourages the improvement and extension of the public transportation system within and between urban communities in accordance with the growth management framework of this Plan.

2.3.3 The Commission recommends that public transit systems in the Inner Metropolitan Area be integrated with other transportation modes through such measures as exclusive bus lanes and motor vehicle passenger drop-off and pick-up facilities at major transit terminals.

2.3.4 Where practical, light rail transit stations on the periphery of the City of Edmonton should be designed to accommodate commuters and public transit vehicles from other communities in the Region.

2.3.5 The Commission encourages municipalities to ensure that land uses are planned in conjunction with the provision of public transit services.

2.3.6 The Commission encourages municipalities to include, in their general municipal plans and area structure plans, an evaluation of their public transportation needs, and to propose appropriate public transportation facilities and services.

2.3.7 The Commission recommends that municipalities evaluate major land use and subdivision proposals in relationship to their impact on existing and proposed public transportation plans.

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## 2.4 Rail Transportation

The rail mode of transportation is an important component of the transportation system. The Commission recognizes that the operations of the railway system are primarily the responsibility of the Federal and Provincial governments and the railway companies.

There are several important railway matters of regional significance. The maintenance of a satisfactory level of service to all parts of the Region and adequate linkages to the other parts of Alberta and the continent need to be assured. The effects of railway closure and/or reduction of service on the Region need to be properly assessed.

It is recognized that railway tracks, marshalling yards and other railway related facilities may, in many cases, constitute a serious obstacle to some types of urban development and redevelopment. These facilities also disrupt the urban environment through noise pollution, vibration, and visual impact.

Policy focussing on railway transport and land use planning recognizes the need for minimizing railway noise annoyance on sensitive land uses. The promotion of safe operations of the rail system, including the movement of hazardous goods, is also of increasing concern.

*OBJECTIVE:*

(1) TO PLAN AND CONTROL LAND USES IN THE VICINITY OF RAIL TRANSPORTATION FACILITIES SO AS TO ACHIEVE COMPATIBILITY AND MINIMIZE ADVERSE IMPACTS.

## POLICIES:

*Planning and Development - Rail System*

2.4.1 The Commission shall co-operate with government departments, municipalities and railway companies:

(a) in the planning of an improved railway system to resolve current problems; and

(b) in any review of policies and standards to minimize railway noise annoyance on sensitive land uses.

2.4.2 The Commission, if given the opportunity, shall make a statement to the Canadian Transport Commission on the effects of railway closure and/or reduction of service on regional development.

2.4.3 The Commission recommends that an information referral system and safety guidelines be established between railway companies and municipalities on the transport and movement of hazardous goods.

*Land Use in the Vicinity of Railways*

2.4.4 The Commission recommends that the following criteria be applied in the planning of land uses in the vicinity of railways:

(a) noise sensitive land uses, such as residences, schools, hospitals and other similar uses, should be set back, or adequately buffered, from high volume or potentially high volume railway lines;

(b) the implementation of various sound mitigation measures, where applicable (See Policy 2.1.3); and

(c) that consideration be given to the provision of convenient and safe vehicular and pedestrian access over or under the railway rights-of-way.

## 2.5 Air Transportation

Air transportation serves a vital role in the movement of people, goods and services to locations both within and beyond the Edmonton Region.

Of primary concern to the Commission is the coordination of land use planning in the vicinity of existing and new air facilities to minimize disturbance and safety hazard.

Noise, human safety and airport operation interference are the major problems generally associated with airport development. Special concerns are associated with private air strips, the expanding roles of Villeneuve and St. Albert airports, and the protection of the Edmonton International Airport and the Namao military airbase from urban encroachment.

The Edmonton Municipal Airport represents a unique situation in the Region. Due to the established urban land use pattern around this airport, some of the planning controls which are applicable to other airports, where distinct land use planning options exist, are inoperative at this airport. Detailed land uses and development controls in the vicinity of this airport are administered by the City of Edmonton. This situation needs to be recognized in the Regional Plan policy.

*OBJECTIVE:*

(1) TO PLAN AND CONTROL LAND USES IN THE VICINITY OF AIR TRANSPORTATION FACILITIES SO AS TO ACHIEVE COMPATIBILITY AND MINIMIZE ADVERSE IMPACTS.

*POLICIES:*

*Planning and Development of Airport Facilities*

2.5.1 The Commission will co-operate with Transport Canada, Alberta Transportation, Alberta Municipal Affairs, member municipalities and other air transportation operators in the planning and development of an integrated air transportation system in the Region.

2.5.2 The Commission encourages the improvement and extension of the air transportation system in accordance with the provisions of this Plan. In particular, the regional airport system should focus on the safe operation of:

(a) the Edmonton International Airport for long distance, domestic and international air traffic;

(b) the Edmonton Municipal Airport for short distance, business and industrial air traffic;

(c) the Villeneuve Airport as a Satellite Airport providing service to non-jet training and recreational traffic;

(d) the Department of National Defense Namao Airbase as a military airport serving specific military needs;

(e) the St. Albert Airport as a local airport providing service for specialty air service and recreational traffic; and

(f) the Cooking Lake Airport as a local airport providing service for specialty air service and recreational traffic and providing major water base facilities.

*Land Use in the Vicinity of Airports and Air Strips*

2.5.3 The Commission encourages Alberta Municipal Affairs to establish, as they have done for the Edmonton International Airport, an Airport Vicinity Protection Area (A.V.P.A.) regulation for each airport in the Region with the exception of the Edmonton Municipal Airport.

2.5.4 Where no A.V.P.A. exists, land uses in the vicinity of airports shall be governed by the Regional Plan in order to maintain compatible land use relationships (See Policy 2.5.9).

2.5.5 Where no A.V.P.A. exists, land uses in the vicinity of airports shall be controlled to minimize noise annoyance and reduce adverse land use impacts. With the exception of the Edmonton Municipal Airport, the concentration of people associated with noise sensitive land uses shall be excluded from areas exposed to high aircraft noise levels, as follows:

(a) the following land uses shall not be permitted within the 30 Noise Exposure Forecast (NEF) contour and above: non-agricultural residential land uses in urban or rural areas and institutional land uses such as schools, hospitals and other similar uses; and

(b) public assembly uses such as theatres, churches, arenas and stadia shall not be permitted in areas located above the 35 NEF contour.

(See Appendices 9 through 12).

2.5.6 The Commission encourages affected municipalities to use Transport Canada's bird hazard land use guidelines in conjunction with development in, and mapping of, these same areas (See Appendix 11).

2.5.7 The Commission recognizes that official federal zoning regulations are in place for the International, Villeneuve and Namao airports to protect approach slope and circling areas from intrusion by development which may interfere with safe airport operations (See Appendix 10).

2.5.8 The Commission encourages municipalities with airports and/or air strips to establish land use controls through their statutory plans and bylaws to minimize conflict between airports, their flight paths and adjacent land uses, and to ensure the continued viability of existing airports until an A.V.P.A. is established.

2.5.9 The Commission encourages the City of Edmonton to enforce its airport protection overlay policies in its land use bylaw to minimize the impacts of noise annoyance and safety hazard and to maintain viable and safe airport operations.

*UTILITIES*

## 2.6 Public Utilities

Public utilities such as water supply and sewage disposal must be taken into account when the location and staging of growth are determined. The construction and operation of water, sewer and solid waste disposal systems should not result in a decline in environmental quality.

With the establishment of the Regional Services Commission, communities in the Region will be able to participate in, and jointly plan, the development and expansion of regional utilities including water, sewer, solid waste treatment and possibly stormwater management.

*OBJECTIVES:*

(1) TO ENCOURAGE THE DEVELOPMENT OF EFFICIENT, RELIABLE AND ECONOMICAL FACILITIES OF THE HIGHEST ENVIRONMENTAL STANDARD FOR THE PROVISION OF POTABLE WATER AND FOR THE DISPOSAL OF SEWAGE, SOLID WASTE AND STORMWATER.

(2) TO ENCOURAGE THE PROTECTION OF AN ADEQUATE AND SAFE WATER SUPPLY TO MEET THE NEEDS OF FUTURE REGIONAL DEVELOPMENT.

*POLICIES:*

*Planning and Development - Sewer and Water Facilities*

2.6.1 The Commission endorses the standards established by the provincial government respecting water quality and supports the principle that sewage disposal systems should be planned so as not to exceed the waste assimilation capacity of the receiving waterbody or stream.

2.6.2 The Commission encourages industries to utilize the best practical technology to minimize water consumption and the negative impacts of industrial waste discharge.

2.6.3 The Commission encourages municipalities to plan for stormwater management facilities, as outlined in Commission Stormwater Impoundment Area Policy, to minimize environmental disruption particularly to natural drainage courses.

2.6.4 The Commission encourages the installation of trunk lines to a joint treatment plant, rather than the operation of a number of separate systems, unless existing land use and environmental conditions, or changing technology dictate otherwise. These trunklines should be placed in utility corridors where possible.

*Planning and Development - Solid Waste Facilities*

2.6.5 The Commission supports the establishment of regional sanitary landfill sites.

2.6.6 The Commission encourages the study of incineration, recycling techniques, and other volume reduction systems by the provincial government or the Regional Services Commission in order to minimize the area required for landfill sites.

2.6.7 The Commission shall advise in the selection of municipal and inter-municipal solid waste disposal sites, when requested by member municipalities and/or the Regional Services Commission. The Commission recommends that selected sites should be:

(a) located to minimize the hauling of waste;

(b) located and constructed so as to protect the integrity of groundwater supplies;

(c) located in areas where environmental hazard and noise annoyance can be minimized for adjacent residential and other sensitive land uses; and

(d) located and designed to have minimal impact on recreational, ecological, historical or cultural resources of regional importance.

2.6.8 The Commission, upon request from any member municipality or the Province will:

(a) participate in planning the process of site rehabilitation and land reclamation for each closed landfill site; and

(b) advise in the selection of a site for a hazardous waste treatment plant.

*Regional Services Commission*

2.6.9 The Commission supports a program for the improvement and extension, by the Regional Services Commission, of public services on a regional basis within the financial capabilities of the member municipalities and consistent with the regional growth management framework.

2.6.10 The Commission will provide land use planning information and assistance to guide the activities of the Regional Services Commission with respect to:

(a) decisions regarding the extension and/or improvement of utility lines and facilities; and

(b) matters of interpretation and conformity with the provisions of the Regional Plan.

2.6.11 The Commission encourages the Regional Services Commission to establish a limited access policy to discourage individual connections to regional service trunk lines.

2.6.12 The Commission recommends that the Regional Services Commission provide to its member municipalities a five-year plan of intended construction, operation and rate setting. This is essential to assist municipalities in the preparation of their capital works programs.

## 2.7 Energy Utilities

The Commission recognizes that the operation and planning of pipeline and powerline networks are primarily the responsibility of the federal, provincial, and municipal governments, and the gas, oil and electric power companies. The policies in this Plan establish the basis for the Commission's relationship with, and position with respect to, the agencies and operators responsible.

Pipeline and powerline facilities and their rights-of-way may constitute a constraint to development through fragmentation of land, urban encroachment and conflict with adjoining land uses. Powerlines may affect development where they intersect the landscape and development pattern, and may create a negative visual impact.

*OBJECTIVE:*

(1) TO ADVISE IN THE DEVELOPMENT OF ENERGY UTILITIES, IN COORDINATION WITH PRIVATE AND PUBLICLY-REGULATED AGENCIES, IN ORDER TO ACCOMMODATE THE FACILITIES IN A WAY WHICH MINIMIZES DISRUPTION TO EXISTING AND FUTURE DEVELOPMENT AND THE ENVIRONMENT.

*POLICIES:*

*Planning and Development - Energy Utilities*

2.7.1 The Commission supports the development of energy corridors within the Region and will assist in their planning.

2.7.2 The Commission encourages the Province of Alberta, in cooperation with the affected municipalities, the operators and the Commission, to complete a review of pipeline and powerline rights-of-way and energy utility corridors in the Edmonton Metropolitan Area with the following objectives:

(a) to establish environmental siting criteria for the location and design of utility facilities and corridors;

(b) to establish the need for additional transportation and/or energy utility corridors;

(c) to identify setback standards, buffers or other restrictions adjacent to existing or proposed corridors; and

(d) to identify utility rights-of-way which need to be relocated.

2.7.3 The Commission encourages consideration of the following criteria in the establishment of pipeline and powerline rights-of-way and energy utility corridors. New lines or expansions should:

(a) be routed so as to locate in, or be parallel to, established transportation, utility or energy corridors;

(b) be aligned or designed to respect the topography, aesthetics of the landscape and the pattern of the land use and landholdings;

(c) be used to establish and/or complement the form and pattern of land use as open space elements or as buffers between incompatible land uses;

(d) follow quarter section lines, property boundaries, or existing easements in order to avoid unnecessary fragmentation of land, to avoid diagonal routes except where such routes follow man-made or topographical features, and to avoid the creation of fragmented land parcels between rights-of-way;

(e) avoid environmentally sensitive areas or hazard lands such as steep slopes and river valleys; and

(f) be routed to avoid prime agricultural land, areas of unique recreational or aesthetic importance, and areas with significant historical or cultural attributes.

*Land Use in the Vicinity of Pipeline/ Powerline Rights-of-Way*

2.7.4 The Commission recommends that municipalities develop standards or criteria for the location of urban land uses adjacent to pipeline and powerline rights-of-way.

2.7.5 Where a pipeline, powerline or energy utility is to be located within 3.0 km of an existing urban centre or an area proposed for urban expansion, the Commission recommends that the facility be located within a designated energy corridor, or otherwise routed to minimize conflict with urban growth and maximize safety in corridor operation.

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# 3.0 Resource Management and Environmental Protection

## RURAL ECONOMIC RESOURCES

3.1 Agricultural Land Conservation
3.2 Extractive Resource Conservation

## NATURE CONSERVATION AREAS

3.3 Lakes, Streams and Shorelands
3.4 Open Space / Outdoor Recreation
3.5 Wildlife Habitat

# 3.0 RESOURCE MANAGEMENT AND ENVIRONMENTAL PROTECTION

## *RURAL ECONOMIC RESOURCES*

### 3.1 Agricultural Land Conservation

Agriculture has always been a major contributor to the economy of the Region and remains its most extensive land use. As a primary economic activity, it provides a basis for many secondary industries.

The future of agriculture is being affected, however, by competition from other land uses.Urban growth has resulted in the loss of very substantial amounts of the Region's most productive farmland. In addition, the mixing of rural residential, industrial and other land uses inhibits farm consolidation, inflates rural land prices, reduces future land use options for agricultural areas and may cause compatibility problems which hinder farm activities.

The Commission's primary interest in developing an agricultural land use policy is to ensure the continuing economic viability of agriculture, particularly in light of declining fossil energy reserves and increasing world food shortages. This can best be achieved by ensuring that the most productive farmland remains in agricultural use and that the efficiency of farming is not jeopardized.

*OBJECTIVES:*

(1) TO ENSURE THAT AGRICULTURE REMAINS AN INTEGRAL AND VIABLE COMPONENT OF THE ECONOMIC, SOCIAL AND CULTURAL FABRIC OF THE REGION.

(2) TO CONSERVE AGRICULTURAL LAND FOR CONTINUED AGRICULTURAL USE.

(3) TO DISCOURAGE THE UNWARRANTED FRAGMENTATION OF AGRICULTURAL LAND.

(4) TO MINIMIZE CONFLICT BETWEEN VIABLE AGRICULTURAL OPERATIONS AND NON-AGRICULTURAL LAND USES.

*POLICIES:*

*General*

3.1.1 For the purpose of this Plan, agricultural land shall be interpreted as land necessary for the production and harvesting of agricultural crops and livestock, and may contain uses which are supportive of, or accessory to, these basic farm uses but not in conflict with the long term maintenance and viability of the agricultural community.

3.1.2 The loss and fragmentation of agricultural land shall be minimized:

(a) in urban centres by encouraging infilling and higher density redevelopment;

(b) in areas annexed to urban centres, by encouraging the most efficient use of those lands in recognition of the loss of valuable farmland;

(c) in rural areas, by directing non-agricultural uses to land of lower agricultural capability; and

(d) in resource extraction areas or in areas of similar surface disturbance, by requiring the reclamation of the land to at least the agricultural capability level that existed prior to the surface disturbance (See Policy 3.2.13).

3.1.3 Agricultural land within urban centres should remain in agricultural use until such time as the land is required for development [See Policy 1.1.14(f)].

3.1.4 Established areas producing specialty and other crops, or supporting land-intensive cropping operations or land-extensive agricultural operations, should be conserved for agricultural use.

3.1.5 The Commission recommends that utility corridors and rights-of-way be directed to lands of lower agricultural capability where possible. When alternative routes on lower capability lands are not available, rights-of-way should be located where interference with agriculture is minimized.

*Agricultural Land Designation and Use*

3.1.6 The Plan Map designates as Agricultural: Farmland Conservation those areas of the Region best suited for farm production and includes most of the prime agricultural land in the Region not designated for other uses (See Part III, Section 4.0).

3.1.7 The Plan Map designates as General Rural those areas of the Region which are generally of lower agricultural capability and which are not otherwise designated in this Plan (See Part III, Section 4.0).

Land uses in the General Rural area may be established in accord with the policies of this Plan (See Policies 1.2.1 and 1.2.2).

3.1.8 Applications for amendment to urban or industrial use on land designated General Rural or Agricultural: Farmland Conservation shall be dealt with on their merits as individual cases within the Regional Plan amendment procedure and shall take into account the provisions of this Plan (See Part IV, Section 3.0).

3.1.9 (1) Land uses in the Agricultural: Farmland Conservation areas shall be compatible with agriculture and shall occur in accordance with the agricultural policies of this Plan.

(2) The specific uses to be permitted in these areas will be defined in municipal statutory plans and bylaws. In particular, the Commission recommends that multiple parcel country residential land use should not be permitted in the area designated as Agricultural: Farmland Conservation (See Policy 3.1.6).

3.1.10 The Commission recommends that a minimum parcel size of 64 ha (more or less) should be maintained in areas defined in this Plan as Prime Agricultural Land (See Policy 3.1.13).

3.1.11 Notwithstanding Policy 3.1.10, the following subdivision of agricultural land may be permitted:

(a) A minimum parcel size of 32 ha (more or less) may be allowed where permitted under a general municipal plan or land use bylaw.

(b) A single residential parcel may be separated from any unsubdivided quarter section where permitted by a general municipal plan or land use bylaw.

(c) Isolated parcels may be separated from the remainder of an agricultural quarter section where, in the opinion of the subdivision approving authority, a parcel is rendered unworkable for agricultural purposes due to isolation by features either natural or man-made. Further subdivision of an isolated parcel shall not be permitted on prime agricultural land.

The largest remaining portion of the quarter section shall be considered as an unsubdivided quarter section for the purpose of the subdivision policy.

(d) Intensive agricultural parcels may be separated from an agricultural quarter section provided the following conditions have been met to the satisfaction of the subdivision approving authority:

(i) that the applicant provides a written description of the proposed use and a statement of its viability in the proposed location;

(ii) that the municipality supports the proposed intensive agricultural use;

(iii) that the proposal conforms with the relevant sections of the Subdivision Regulation; and

(iv) that the proposal has been referred to Alberta Agriculture, and their comments noted.

3.1.12 The Commission recommends that the Minimum Distance Siting Formula of the Code of Practice for Confinement of Livestock Facilities should be used as a guide in making land use decisions in relation to intensive agricultural uses, and that these guidelines be incorporated into municipal statutory plans and land use bylaws.

*Definition and Use of Prime Agricultural Land*

3.1.13 For the purposes of this Plan, Prime Agricultural Land shall be defined as:

(a) land with a C.L.I. soil capability rating for agriculture of Classes 1 and 2, and those lands rated as Class 3 which exhibit good agricultural productivity by having a farmland assessment rating of 41 percent or higher; and/or

(b) land with the potential for producing specialty and other crops, or for supporting land-intensive agricultural operations, none of which are considered in the C.L.I. agricultural capability classification scheme.

3.1.14 Notwithstanding the provisions of Policy 3.1.6, municipalities shall in their general municipal plans and land use bylaws identify in map form Prime Agricultural Land, as defined in this Regional Plan, and shall protect such lands for agricultural use.

3.1.15 Multiple parcel country residential land use shall not be permitted on land defined in this Plan as Prime Agricultural Land.

3.1.16 Non-agricultural land uses may be permitted to locate on prime agricultural land in exceptional circumstances and in accordance with the following principles:

(a) that the lands have been designated in the Regional Plan for non-agricultural uses; or

(b) that no alternative locations are reasonably available; and

(c) that only the minimum land area required for development is used (See Policies 1.1.16 and 1.6.3).

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## 3.2 Extractive Resource Conservation

Sand, gravel and fossil energy resources such as coal, oil and natural gas, have played a prominent role in the Region's development and continue to be of vital importance to the economies of the Region and the Province.

The development of extractive resources, particularly near residential development, may create land use problems depending on the method of extraction, the type of resource, the scale of operation and its location in relation to land uses sensitive to the effects of the extractive operations. Conversely, residential and other sensitive land uses established on and adjacent to extractive resources may themselves hinder or preclude the extraction of the resource.

Inadequate or non-existent reclamation procedures in the past have seriously reduced or destroyed land productivity. Environmental deterioration has occurred through increased erosion and flooding, stream siltation, disruption of groundwater, loss of tree cover or displacement of wildlife.

Extractive resources should be recognized as an economic asset, rather than as a land use or environmental liability. The continuing depletion of conventional, non-renewable aggregate and fossil energy resources makes it imperative that the Region's remaining resources be protected for future use. At the same time, care must be taken to minimize the land use conflicts and environmental problems that can result from extractive operations.

*OBJECTIVES:*

(1) TO CONSERVE VALUABLE SAND, GRAVEL AND FOSSIL ENERGY RESOURCES FOR PRESENT AND FUTURE USE.

(2) TO PROTECT AREAS WITH LOCATIONAL AND/OR SITE CHARACTERISTICS APPROPRIATE FOR THE ESTABLISHMENT OF INDUSTRY ASSOCIATED WITH VALUABLE SAND, GRAVEL, AND FOSSIL ENERGY RESOURCES.

(3) TO ENSURE THAT SAND, GRAVEL, AND FOSSIL ENERGY EXTRACTIVE RESOURCE OPERATIONS TAKE PLACE IN A MANNER WHICH:

(a) MINIMIZES CONFLICTS BETWEEN EXTRACTIVE OPERATIONS AND ADJACENT ACTIVITIES OR USES;

(b) MAINTAINS A SATISFACTORY QUALITY OF NATURAL AND COMMUNITY ENVIRONMENT IN AREAS ADJACENT TO THE EXTRACTIVE ACTIVITIES DURING THEIR OPERATIONAL LIFE SPAN;

(c) PREVENTS PERMANENT DAMAGE TO THE LANDSCAPE OR LOSS OF OTHER VALUABLE NATURAL RESOURCES; AND

(d) ACHIEVES THE BEST AND MOST SUITABLE RECLAMATION OF THE DISTURBED LANDS.

*POLICIES:*

*Designation of Resource Extraction Areas*

3.2.1 The Plan Map delineates, as Extractive Resource Conservation Special Control Areas, those areas which possess the physical, chemical and locational characteristics to produce valuable sand and gravel or which overlie valuable oil and natural gas fields (See Part III, Section 4.0).

3.2.2 The Commission encourages municipalities to conserve valuable extractive resources by providing for a designation, similar to that in Policy 3.2.1, within their statutory plans and bylaws.

3.2.3 The Commission will continue its liaison with the Alberta Research Council, the Alberta Sand and Gravel Association, the Alberta Department of Environment and other appropriate agencies in order to obtain information which can be used to locate and assess potentially valuable sand and gravel deposits. The Commission may revise, through amendment to this Plan, the boundaries of the Extractive Resource Conservation Special Control Areas as new information warrants.

*Land Use Change*

3.2.4 Land use changes shall not be permitted within the Extractive Resource Conservation Special Control Area except where:

(a) the subdivision or land use change can be demonstrated not to be detrimental to the existing or future use of the land for sand or gravel extractive resource purposes; and

(b) the sand or gravel resource beneath the area proposed for subdivision or land use change, and beneath surrounding lands within an 800 m radius of the area proposed for subdivision or land use change, is proven by sufficient testing to have low physical capability for future utilization; or

(c) the subdivision or land use change proposed for a given sand or gravel resource area conforms with the requirements of Commission policy respecting the creation of a single residential parcel, isolated parcels, or intensive agricultural parcels (See Policy 3.1.11).

Tests relating to resource quality, quantity and other physical attributes should be carried out by the applicant according to the Commission's Guidelines for Professional Assessment of Sand and Gravel Resources.

3.2.5 The Commission recommends that an 800 m separation be maintained between the Extractive Resource Conservation Special Control Area and land uses incompatible with extractive resource operations, except where:

(a) the valuable, extractive resource located within 800 m of the site of the proposed land use change or subdivision has been adequately recovered; or

(b) the proposed land use change or subdivision conforms to the requirements respecting the creation of a single residential parcel, isolated parcels or intensive agricultural parcels (See Policy 3.1.11); or

(c) the site proposed for land use change or subdivision is proven, by sufficient testing, to have a low physical capability for future resource extraction; and

(d) the area within the Extractive Resource Conservation Special Control Area and within 800 m of the site proposed for land use change or subdivision is proven, by sufficient testing, to have low physical capability for future resource extraction.

Tests should be carried out by the applicant according to the Commission's Guidelines for Professional Assessment of Sand and Gravel Resources.

3.2.6 Subdivision or land use change for activities other than resource extraction and related industries may be permitted on lands overlying oil and natural gas fields, provided that no infringement upon the specific site(s) of resource extraction will occur.

3.2.7 The Commission recommends that the *Oil and Gas Well Spacing and Target Regulations* of the *Oil and Gas Conservation Act* be used as a guideline in assessing the merits of an application for subdivision or land use change on lands overlying oil and natural gas fields.

*Minimizing Land Use Conflicts*

3.2.8 Where conflict may occur between an extractive operation and an existing land use, the extractive operation may be allowed providing appropriate measures to minimize the negative impacts on the existing land use are identified in a development agreement between the municipality and the operator.

3.2.9 The Commission recommends that the approval of any proposal involving the extraction of sand or gravel should be subject to:

(a) an approval agreement between the developer and Alberta Environment which includes a reclamation order, whereby the area would be returned to a compatible and optimal post-extraction land use; and

(b) a development agreement or permit between the developer and the affected municipality. The agreement should include provision for: environmental safeguards; control of noise, dust and weeds; storage of topsoil; truck route designation; road improvement; setbacks from public roadways and multiple parcel residential development; and berms.

3.2.10 The Commission encourages sequential extraction across the lands comprising the operation to confine the various community, environmental and land use conflicts, to minimize the cost of development to both developer and municipality, and to maximize resource utilization.

3.2.11 Sand and gravel operations shall not take place on or adjacent to a site believed or known by the Commission and appropriate government agencies to contain significant unique historical resources, and/or scientific or environmental features which would be disturbed or destroyed by extraction (See Policies 1.4.1 and 3.4.7).

3.2.12 New sand and gravel extractive resource operations as well as the expansion of existing operations may be permitted within stream valleys of the Region, based on the following factors:

(a) conformance with the Commission's policies and objectives respecting Open Space and Outdoor Recreation; and Lakes, Streams and Shorelands;

(b) conformance with the watercourse and valley requirements for extractive operations, as determined by the *Land Conservation Regulations* of the *Land Surface Conservation and Reclamation Act;*

(c) compatibility of the operations with the land designation of the stream valley (See Map 4); and

(d) compatibility of the post-reclamation land use with the designation of the stream valley (See Map 4).

*Reclamation*

3.2.13 All mined-out extractive resource sites should be reclaimed to a suitable land use that is compatible with the surrounding uses and in conformity with the Regional Plan, general municipal plans and land use bylaws in effect. In particular, prime agricultural land shall be reclaimed to a standard of agricultural capability comparable to that which existed prior to extraction, where no alternative end land use has been identified in the Regional Plan or municipal statutory plans or bylaws.

## NATURE CONSERVATION AREAS

### 3.3 Lakes, Streams and Shorelands

Lakes and streams constitute a valuable, but limited environmental, economic, recreational and aesthetic resource for both the Region and the Province. Shorelands also offer unique recreational and development opportunities as a result of the presence of waterbodies. However, overuse or competing demands from a variety of land uses and user activities often create irreversible damage or may limit the options available for satisfying public recreational needs.

Agricultural operations, tree clearing and industrial and residential development adjacent to shorelands have, in some cases, contributed to erosion and reduced water quality, wildlife habitat and aesthetic appeal. Extractive resource operations and roadway and utility routings have also had an adverse impact on some shorelands.

Certain lake and river shorelands in the Region will continue to receive user pressure because of their proximity to major population centres, and may, therefore, experience the various land use problems associated with shoreland areas. Biophysical assessments and management plans for shorelands are therefore necessary to address these specific issues so that future development can be planned for public and private use and for the protection of the resource.

## OBJECTIVES:

(1) TO RECOGNIZE LAKES, STREAMS AND SHORELANDS AS LIMITED AND VALUABLE REGIONAL RESOURCES REQUIRING PROTECTION.

(2) TO ENSURE THAT DEVELOPMENTS AND LAND USES ARE COMPATIBLE WITH EACH OTHER, AND ARE PLANNED IN HARMONY WITH THE SHORELAND SETTING AND THE INTENDED RECREATIONAL EXPERIENCE.

(3) TO PROTECT AND ENHANCE OPPORTUNITIES FOR PUBLIC ACCESS TO LAKES AND STREAMS WHILE TAKING INTO CONSIDERATION PUBLIC SAFETY AND THE ENVIRONMENTAL SENSITIVITY OF THE LAND.

(4) TO ENSURE THE COMPREHENSIVE PLANNING AND MANAGEMENT OF SHORELANDS.

## POLICIES:

*Designation and Use of Shorelands*

3.3.1 Lakes, streams and shorelands of regional significance should be planned and managed to meet recreation, and water resource requirements, and to ensure the viability of critical environments for vegetation and wildlife habitat.

3.3.2 The Commission, in cooperation with provincial and municipal governments, will identify shorelands and associated waterbodies and watercourses requiring protection and will assist in such land use planning programs as are required to minimize environmental deterioration in the greater public interest (See Policies 3.3.18 through 3.3.21).

3.3.3 The Plan Map designates as Nature Conservation and Recreation (NCR) shorelands and associated waterbodies and watercourses and other areas of the Region which should be conserved for their environmental values, their natural and scenic attributes and their potential for open space, wildlife habitat and recreational use (See Part III, Sections 3.4, 3.5 and 4.0).

3.3.4 Objectives and policies on lakes, streams and shorelands shall apply to those areas designated as Nature Conservation and Recreation and to additional lands defined, in this Plan, as Shorelands.

3.3.5 The Commission encourages member municipalities to make further provision for shoreland management and land use in their statutory plans and bylaws, in accord with the provisions of this Plan.

3.3.6 Planning of land use in shorelands shall be guided by the need to:

(a) avoid erosion, pollution and other detrimental effects on the natural environment and on the recreational potential of the lake, stream or shoreland;

(b) maintain the natural vegetation and wildlife habitat;

(c) provide for the future economical extension of subdivisions and utility services;

(d) incorporate innovative subdivision design including clustering and density variation;

(e) avoid natural hazards;

(f) allow continuous public access to the feature; and

(g) maintain the visual quality of the shoreline and backshore;

3.3.7 Land use and development in shorelands shall reflect the need to minimize harmful environmental impacts, flood hazard, and hazard from erosion through:

(a) allocation of appropriate public and environmental reserves;

(b) the adequate separation of land uses; and

(c) consultation with Alberta Environment.

3.3.8 The Commission discourages the location of industry in shorelands, except in accordance with Industrial Land Use and Development Policy 1.6.3(c).

3.3.9 Intensive agricultural land use or subdivision should not be permitted in shorelands where the proposed land use would adversely affect the lake, stream or shoreland, or its potential for recreational use and enjoyment.

3.3.10 Extractive resource operations may be permitted in shorelands in accordance with Extractive Resource Conservation objectives and policies (See Section 3.2)

3.3.11 Conservation and low intensity recreational land uses are encouraged in shorelands in accordance with Open Space and Outdoor Recreation objectives and policies (See Section 3.4).

3.3.12 Land use development on flood plains shall be subject to the following guidelines:

(a) agricultural land uses with no permanent buildings may be permitted in areas affected by the 25 year return period flood; and

(b) intensive land uses such as residential, industrial and commercial land uses shall not be permitted in areas affected by the 100 year return period flood.

3.3.13 The Commission discourages on the flood plain of the 100 year return period flood land use and development which would adversely alter the flood plain hydraulics to the extent that flood frequency is increased. Protective diking should be discouraged as a means of justifying development on the flood plain.

*Public Access to Shorelands*

3.3.14 The Commission, as subdivision approving authority, will acquire shorelands, and provide access to them, by requiring the provision of reserve land. Other subdivision approving authorities are encouraged to do likewise.

3.3.15 The Commission encourages municipalities to make provision f adequate pedestrian access easements to allow public use and enjoyment of shorelands.

3.3.16 The Commission, as subdivision approving authority, shall ensure that each subdivision has access to a public reserve fronting upon the waterbody, and that the number of non-waterfront lots (backlots) is in accord with the quality and quantity of that reserve.

3.3.17 The Commission encourages the Province of Alberta to provide adequate public access to shorelands of high recreational potential through the purchase and maintenance of land areas suited to public day-use recreation.

*Shoreland Management Plans*

3.3.18 The Commission, in cooperation with the affected municipalities and provincial departments, may identify the need for, and participate in, lake and stream shoreland management studies. Where such need has been identified, the Commission shall designate the boundaries of the Shoreland Management Study Areas in cooperation with the affected municipalities and through amendment to the Regional Plan.

3.3.19 The Commission, in cooperation with the affected municipalities, shall establish the terms of reference for shoreland management plans.

3.3.20 Land use changes within a designated Shoreland Management Study Area should not be permitted following authorization of a management study for that shoreland and prior to the approval of the management study by the Commission and adoption by the affected municipalities, except where:

(a) the subdivision or land use change received approval prior to authorization for the preparation of the management study; or

(b) exceptional circumstances warrant the change of land use or subdivision and no more than two parcels would be created from the subdivision.

3.3.21 The provisions of any Shoreland Management Study or Plan should be adopted by the affected municipalities as a statutory plan and/or land use bylaw (or an amendment thereto), and be incorporated into the Regional Plan.

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## 3.4 Open Space and Outdoor Recreation

Open space and outdoor recreation lands provide a natural setting for the pursuit of leisure time interests and activities. These lands also provide wildlife habitats, and function as buffers between development and sensitive or hazardous natural conditions and between incompatible land uses.

Lake shorelands, stream valleys and certain upland areas within the Region offer the physical base for a variety of open space and outdoor recreation opportunities. All levels of government and the private sector are involved in the ownership and/or management of these resources, and have developed them for such uses as public parks, resort cottages, campgrounds, and trails. Because of their natural and locational attributes, lake shorelands and river valleys will likely be the focus of the majority of the Region's future public and private recreational development.

Land highly suited for intensive recreational development is scarce in the Edmonton Metropolitan Region. Nevertheless the Region's natural recreational resources offer considerable potential for diversification and additional development.

The following objectives and policies recognize the importance of open space and outdoor recreation as a component of the regional land use pattern and the need to safeguard existing and future open space and recreation areas against overuse and degradation. Their intent is to ensure that these regionally significant areas are not adversely affected by adjacent land uses. They also encourage the establishment of a permanent open space and outdoor recreation system which would provide for a wide range of recreational opportunities and for the preservation and management of land in harmony with the natural environment.

Recreation and open space planning should consider the needs of future generations and should provide for the integration of recreational and other land uses. Governments and the private sector are encouraged to be more involved in the provision of public recreational facilities.

## *OBJECTIVES:*

(1) TO PROTECT AND CONSERVE THOSE AREAS IN THE REGION WITH THE GREATEST SCENIC, RECREATIONAL AND ENVIRONMENTAL VALUE.

(2) TO ENSURE THE COMPATIBILITY OF LAND USES AND ACTIVITIES ADJACENT TO, AND WITHIN, REGIONAL PARK AND RECREATIONAL AREAS.

(3) TO ENCOURAGE BOTH PRIVATE AND PUBLIC SECTOR INVESTMENT IN RECREATIONAL FACILITIES AND IN THE CONSERVATION OF OPEN SPACE.

(4) TO USE OPEN SPACE TO PROMOTE EFFICIENT AND ECONOMICAL PATTERNS OF URBAN DEVELOPMENT.

(5) TO MAXIMIZE THE BENEFITS OF EXISTING AND PROPOSED PUBLIC RECREATION FACILITIES THROUGH JOINT USE OF FACILITIES AND AREAS.

## *POLICIES:*

### *Designation of Open Space*

3.4.1 For the purpose of this Plan, open space will be interpreted as that portion of the land surface characterized by one or more of the following: natural or man-made scenic beauty or openness; low permanent population density; very low proportion of buildings per unit area; and space which is similar to the above and offers contrast with the higher-density built environment.

3.4.2 The Plan Map designates as Nature Conservation and Recreation (NCR) those areas of the Region which should be conserved for their open space and outdoor recreation potential (See Part III, Sections 3.3, 3.5and 4.0).

3.4.3 On lands identified as Nature Conservation and Recreation (NCR), recreational use should receive priority over other intensive land uses such as industrial, commercial or residential. The Commission recommends to the member municipalities that they establish land use guidelines to ensure that development within the NCR areas is in accord with the provisions of this Plan and to ensure that land uses adjacent to the NCR areas are compatible with the recreational use and do not endanger the intended recreational experience.

3.4.4 The Commission encourages member municipalities to make provision for open space and outdoor recreation land use in their statutory plans and bylaws, in accord with the provisions of this Plan.

### *Planning and Use of Open Space*

3.4.5 The Commission shall, in cooperation with other agencies, initiate and assist in the preparation of recreation and open space management plans for recreational lands.

3.4.6 The Commission encourages the development and maintenance of a permanent public use system for open space and outdoor recreation activities which will offer year round, a wide range of active and passive pursuits to accommodate all age and income groups.

3.4.7 The Commission recommends to all levels of government that areas of high potential for outdoor recreation use and open space conservation be identified and protected. Areas to be considered include:

(a) existing Provincial Parks and major municipal parks, and areas reserved for potential public recreation and park development;

(b) geological, historical and archeological sites of scientific, educational and/or interpretive value;

(c) significant natural features and areas of exceptional aesthetic quality;

(d) waterbodies and shorelands of scenic value which can form the basis of a continuous natural open space and outdoor recreation system;

(e) Primary and Secondary Wildlife Protection Areas, as defined and identified by Alberta Energy and Natural Resources - Fish and Wildlife Division;

(f) unique, rare or endangered plant and animal communities and Natural Areas, as identified by Alberta Energy and Natural Resources;

(g) land required to serve as a visual or environmental buffer against pollution;

(h) land which provides public access to waterbodies;

(i) reserve land consisting of any or all of the types of land specified in the *Planning Act*; and

(j) the Edmonton-Devon and Edmonton-Fort Saskatchewan RDA's, as designated by Alberta Environment (see Policies 2.1.8 through 2.1.11 and Appendix 6).

3.4.8 The Commission recommends that recreational developments be planned to prevent overuse and degradation of recreational resources and that they be developed:

(a) only to the carrying capacity of the resource being utilized;

(b) in harmony with the natural environment; and

(c) to ensure that public access to, and use of, key resource areas will be preserved.

3.4.9 Intensive recreational land uses, such as resort residential or commercial resort uses, should be planned so as:

(a) not to preclude public access to, and the use of public resources;

(b) not to conflict with the recreational objectives for the area;

(c) not to place unacceptable social or economic burdens on the public, as might occur through the provision of various services; and

(d) to minimize conflict with resource related activities and the natural environment.

3.4.10 The Commission encourages government departments and municipalities to avoid locating highways, utilities, sanitary landfills and other potentially incompatible infrastructure developments on, or adjacent to, exceptional scenic, historical or recreational lands [See Policy 2.1.5(d)].

3.4.11 The Commission encourages municipalities to place a high priority on the acquisition of regional open space lands that contain significant natural features, or have exceptional aesthetic qualities.

3.4.12 The distribution and development of public parks and outdoor recreation opportunities should:

(a) be related to the size and distribution of population;

(b) accommodate a wide range of active and passive recreational pursuits throughout the year in recognition of increasing participation in winter activities; and

(c) accommodate the needs and interests of all age and income groups.

3.4.13 The Commission encourages the improvement and further development of inter-municipal or joint municipal-provincial park and recreational facilities.

3.4.14 The Commission shall promote and assist in the planning of inter-municipal recreational circulation systems. These systems, consisting of footpaths, bicycle trails, scenic roadways, regional trail systems and other such components, should be routed through existing public recreation and open space areas in order to improve pedestrian and vehicular access to, within and between such areas.

3.4.15 The Commission, as subdivision approving authority, will assist in meeting the park, outdoor recreation and open space land needs of the Region by requiring the provision of reserve lands. Other subdivision approving authorities are encouraged to do likewise.

3.4.16 Reserve lands dedicated in individual subdivisions should be compatible with adjacent uses and, as far as practical, should be laid out to allow the development of a continuous open space system by the connecting of individual reserve lands.

3.4.17 The Commission shall protect environmentally sensitive lands and endeavour to preserve significant stands of trees by including them within reserve lands.

3.4.18 The Commission will encourage the adequate provision of school sites, landscaped areas associated with major commercial development, highway buffer strips and setback requirements as important components of the open space system.

## 3.5 Wildlife Habitat

The fish, birds, mammals and plants of the Region represent a valuable biological resource and their recreational, economic, scientific and educational significance is generally appreciated. They are also vital components of the complex ecological system on which man ultimately depends for survival.

The majority of wildlife in the Region is found on privately-owned lands. Consequently, fish and wildlife species in the Region have been affected by human activities, principally by habitat destruction or degradation.

The Province, in co-operation with the Commission, has identified areas within the Region which are considered vital to the survival of rare or endangered animals. However, their survival depends not only on government programs but also on the maintenance of suitable habitats by private landowners. For this reason greater incentives are needed to encourage the protection of habitats in critical and natural areas where habitat may be maintained.

Municipalities, private landowners and the Commission have the opportunity to assist in the protection of critical habitat areas, although the primary role in wildlife conservation lies with the Alberta Government. The following objectives and policies attempt to resolve some of the land use problems related to wildlife habitat so that the Region may continue to support viable and diverse wildlife populations.

### *OBJECTIVES:*

(1) TO IDENTIFY NATURAL HABITAT AREAS CONSIDERED CRITICAL FOR THE PROTECTION AND PRESERVATION OF WILDLIFE SPECIES IN THE REGION.

(2) TO ENCOURAGE THE MAINTENANCE AND CREATION OF WILDLIFE HABITAT ON BOTH PRIVATELY-OWNED AND PUBLIC LANDS THROUGHOUT THE REGION.

(3) TO INTEGRATE, WHERE POSSIBLE, WILDLIFE HABITAT ON PRIVATELY-OWNED LANDS WITH OTHER LAND USES.

### *POLICIES:*

*Designation and Use of Wildlife Habitat Areas*

3.5.1 The Plan Map designates as Nature Conservation and Recreation (NCR) those areas identified as Primary and Secondary Wildlife Protection Areas (See Part III, Section 4.0 and Appendix 14).

3.5.2 The Commission recommends that member municipalities recognize Primary and Secondary Wildlife Protection Areas in their statutory plans and bylaws and make provision for land uses in these areas in accord with the provisions of this Plan.

3.5.3 Subdivision or land use changes in Primary and Secondary Wildlife Protection Areas may be permitted only where:

(a) the Fish and Wildlife Division of Alberta Energy and Natural Resources has been consulted about the proposal; and

(b) the subdivision or land use change can be proven, through a wildlife impact assessment, not to have major detrimental effects on the population and diversity of valuable wildlife species. This assessment shall be completed in accordance with the Commission Guidelines for a Professional Wildlife Impact Assessment.

3.5.4 Subdivision approving authorities should utilize reserve land dedications to ensure that valuable wildlife travel corridors and buffer areas adjacent to sport fish spawning grounds are protected from development.

3.5.5 Municipalities should encourage the maintenance of wildlife habitat on private and municipal lands by:

(a) exploring the possibilities of incentive programs for landowners; and

(b) incorporating consideration of wildlife habitat into the planning and design of parks and open space systems.

3.5.6 The Commission endorses the farm shelterbelt program of Alberta Agriculture and encourages local municipalities to increase public awareness of the program as a means of providing more shelterbelts and plantings to increase the availability of wildlife habitat in agricultural areas of the Region.

3.5.7 The Commission will continue to involve the Alberta Fish and Wildlife Division in the following tasks:

(a) the review and referral of subdivision applications;

(b) the evaluation of wildlife impact assessments requested by the Commission for certain applications;

(c) the review and evaluation of land use changes proposed in Primary and Secondary Wildlife Protection Areas; and

(d) the preparation of shoreland management plans (See Policies 3.3.18 through 3.3.21).

3.5.8 The Commission will continue its liaison with the Alberta Fish and Wildlife Division to determine new habitat areas of regional significance and to re-evaluate periodically the importance of existing critical habitat areas, including Primary and Secondary Wildlife Protection Areas.

3.5.9 Land acquisition and purchase programs of the Alberta Government related to the Province's Restricted Development Areas, Natural Areas designated by the Crown, and provincial park areas, as well as any similar purchase programs, are encouraged to include critical regional wildlife habitat areas as part of the purchase in order to protect such lands for public benefit.

# 4.0 Regional Land Use Designation and Map

## 4.1 Purpose and Scope

## 4.2 Land Use Categories

## 4.3 Interpretation and Use of the Map

## 4.0 REGIONAL LAND USE DESIGNATION AND MAP

### 4.1 Purpose and Scope

The Composite Regional Land Use Map (Map 4) is an important component of this Regional Plan. It reflects the other components of the Plan and will be the most widely recognized and understood element of the Plan. The Map will be useful in guiding governmental and private decisions related to land use and development, and will provide a framework to guide and encourage growth in broad areas of location. The Plan Map:

(a) provides greater definition and a geographic (spatial) link between the goals, objectives, policies and land use;

(b) graphically portrays the most significant land use and policy elements of the Plan;

(c) provides a broad basis for land use decisions within the context of regional goals and priorities, while allowing considerable flexibility at the local level; and

(d) provides a coordinated and consistent framework for municipal plans and land use bylaws by identifying future directions for growth. The aim is to achieve a land use pattern where urban services can be efficiently and economically provided, and where the Region's valuable natural resources are conserved without becoming specific in terms of land uses, except in the case of justified special consideration.

With the Plan Map as a tool, a 20-25 year supply of land for development, based on the regional growth management framework and a forecast of growth, would be maintained on a continuous basis. This will allow for market flexibility and the exercise of local prerogatives. In the expectation that growth will continue in the Region at a high rate, the emphasis is on accommodating growth in a compact manner and upon the development of a harmonious relationship between man-made and natural environments. The Commission would monitor land consumption and other growth trends and indicators. Amendments or extensions to the designated areas would be achieved through formal amendment to the Plan.

At this broad level of land designation, traditional zoning matters such as detailed land use, site specific land use compatibility or design standards are not considered. This would be left to the local plans and bylaws. The Composite Regional Land Use Map identifies the major directions for growth and indicates where the high cost of providing services, resource conservation or environmental reasons would limit future development. This map is subject to more detailed refinement and interpretation through municipal statutory plans and bylaws; these latter documents should also be consulted by users of the Regional Plan.

The land use map has been derived from the following sources:

(a) goals, objectives and policies for the Region and its local jurisdictions;

(b) land development plans and commitments, and servicing facilities plans;

(c) a determination of land requirements based on projections of population and land consumption;

(d) identification of valuable natural resources and recognition of the need to conserve them; and

(e) consideration of environmental or other land use factors which would limit future development.

## 4.2 Land Use Categories

The regional land designation system includes six land use categories and five special control areas, resulting in the Composite Regional Land Use Map (Map 4).

The land use mapping categories relate directly to the policy components of the Plan. A brief description of the mapping categories follows. The relevant sections and policies of Part III of the Plan should be consulted for specific definition and interpretation of the land use areas.

**General Urban:** areas developed or proposed for urban land use over the next 20-25 years, and which would accommodate most future residential, commercial, institutional and small scale light industrial (See Part III, Section 1.1).

**Metropolitan Industrial:** areas containing major concentrations of industrial employment and/or intensive or extensive areas of land used or to be protected primarily for industry (See Part III, Section 1.6).

**Heavy Industrial:** areas containing existing heavy industry industry and areas identified for future establishment of such uses (See Part III, Section 1.6).

**Agricultural: Farmland Conservation:** areas where prime agricultural land predominates and where long-term agricultural use of the land should be protected (See Part III, Section 3.1).

**General Rural:** areas where rural settlement may occur, subject to regional policy and more detailed municipal statutory plans and bylaws; a variety of rural or low intensity activities may be encouraged here, such as outdoor recreation, rural industrial, institutional and agricultural activities (See Part III, Sections 1.2 and 3.1).

**Nature Conservation and Recreation:** areas conserved for their natural and recreational values, scenic attributes, open space qualities, watershed and environmental values or sensitivity; residential and other human settlement activity should be limited and carefully integrated with the natural environment (See Part III, Sections 3.3, 3.4 and 3.5).

**Special Control:** areas of the Region where the Regional Plan applies "overlay policies" in addition to those policies relating to the basic land use designation in effect. The policies may relate to:

(a) areas where the federal or provincial governments have enacted special legislation or regulations, such as Restricted Development Areas (See Part III, Section 2.1 and Appendix 6) and Airport Related Protection Areas (See Part III, Section 2.5 and Appendix 8); or

(b) areas where the nature or complexity of land use planning issues suggest that additional planning measures may be beneficial, such as Metropolitan Fringe (See Part III, Section 1.2), Extractive Resource Conservation Areas (See Part III, Section 3.2), and, in the absence of an A.V.P.A., the Noise Exposure Forecast Contours and the General Aviation Noise Exposure Projection (See Part III, Section 2.5 and Appendices 9 through 12) in the absence of an A.V.P.A.

## 4.3 Interpretation and Use of the Map

The Composite Regional Land Use Map (Map 4) is intended to be defined and interpreted in detail through municipal plans and bylaws. Land uses may be permitted by the municipality in accord with the objectives and policies of this Regional Plan. In particular, municipalities can be more restrictive, but not less restrictive, than the Regional Plan, in mapping Prime Agricultural Land.

The boundaries between land use designations on Map 4 are approximate except where they coincide with municipal boundaries, major roads, railways, rivers or other clearly defined physical features. Solid lines indicate a more specific and definite delineation. Where dashed lines are used, the lines are general guidelines only and should be defined more specifically in local statutory plans and bylaws.

Changes to boundaries which have regional implications for land use, transportation, environmental or resource conservation, or other similar factors, shall require a plan amendment (See Part IV, Section 3.0). Where the general intent of the Plan is maintained, minor adjustments to the boundaries will not require amendment to the Plan.

Any existing non-conforming land use or building, for which a permit has been issued by a municipality on or before ratification of the Regional Plan, may be continued, subject to any other relevant provisions of the *Planning Act* or municipal land use bylaw.

The Composite Regional Land Use Map (Map 4), as amended from time to time, shall be maintained by the Commission and is available for viewing in the Commission offices. Map 4 is a reduction of the official Composite Regional Land Use Map and is provided for convenience only. Amendments which have been approved after publication of this edition of this Plan are not included. For accurate reference, the Regional Plan and amendments thereto, lodged in the offices of the Commission, should be consulted.

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# PART IV:

# PLAN IMPLEMENTATION, MONITORING and REVIEW

1.0 Plan Implementation

2.0 Monitoring and Review

3.0 Plan Amendment and Appeal

# 1.0 Plan Implementation

## 1.1 Edmonton Metropolitan Regional Planning Commission

## 1.2 Member Municipalities and other Local Authorities

# PART IV: PLAN IMPLEMENTATION, MONITORING AND REVIEW

In Alberta, many government departments and agencies, the Alberta Planning Board, regional and municipal planning authorities, and private sector groups are involved in the planning and development process. Responsibility for land use control, the environment, natural resources, transportation, housing and economic programs, and other planning activities is legislated by provincial statutes to one or more levels of government or to regional planning commissions. The *Planning Act* requires that the Commission and its member municipalities collectively plan the future of the Region and establishes the legislative framework for a hierarchy of plans and regulations, land use bylaws, procedures and authorities.

The *Planning Act* establishes two types of plans as the main components of the planning system: the regional plan; and statutory plans, consisting of general municipal plans, area structure plans, and area redevelopment plans. Each of these plans has a specific mandate, function, and implementation role and is ranked according to its importance and comprehensiveness. The *Act* generally requires that these plans be used to achieve the orderly, economical and beneficial development and use of land and patterns of human settlement, and to maintain and improve the quality of the physical environment.

The primary responsibility to plan at the regional level rests with the Commission. The Regional Plan is recognized by the Province as the paramount plan, to which all other plans must conform. It may guide, regulate and control the use and development of land and also provides a coordinative framework for municipal plans and bylaws. In preparing and adopting the Regional Plan, the Commission acknowledges its responsibility for providing this coordinative framework. The Plan emphasizes regional concerns and enunciates regional objectives, priorities and policies. It, therefore, gives information and guidance which enables municipalities and provincial departments and agencies to undertake their planning in an integrated context.

Because of the inseparable relationship between the Regional Plan and statutory plans and bylaws, in its form and content the Regional Plan is designed to complement and be implemented by municipal plans and bylaws. Municipal plans and bylaws provide the most direct means of guiding development proposals and thus implementing the Regional Plan.

The policies and provisions of the Regional Plan must be understood and interpreted in accord with their purpose and with the various detailed plans and programs which are in place. The purpose of this chapter is, therefore, to describe the main implementing mechanisms and to clarify relationships between the Commission and the local governments, provincial departments and agencies, and the private sector.

The Commission recognizes the need for improved inter-municipal and intergovernmental cooperation and planning, and at the same time, the importance of maintaining local autonomy and flexibility in the planning process. The relevant actions of the other agencies and of local and provincial governments must be coordinated in support of the Regional Plan, if it is to be an effective overall framework for land use planning and development.

To ensure its successful implementation and ongoing effectiveness, the Commission will undertake monitoring programs to facilitate the continuous evaluation and refinement of the Regional Plan in response to changing conditions. From time to time it will also be necessary to review the Plan, in whole or in part, and to amend it as the Commission considers appropriate.

## 1.0 PLAN IMPLEMENTATION

Proper development of the Metropolitan Region can only be achieved through shared planning and implementation responsibilities. However, the primary responsibility for ensuring that the Plan is being implemented and for ensuring its ongoing effectiveness, rests with the Commission. This must be done in close co-operation and consultation with other agencies affected by the Plan.

This section outlines the intent and responsibilities of the Commission in carrying out the provisions of the Plan and identifies the actions of other land use and development agencies which are necessary for the successful implementation of the Regional Plan.

### *OBJECTIVES:*

(1) TO ESTABLISH AND MAINTAIN A DYNAMIC REGIONAL PLANNING PROCESS, WHICH PROVIDES FOR THE PRESENT AND FUTURE LAND USE AND DEVELOPMENT IN THE REGION AND THE CO-ORDINATION OF LAND USE PLANNING.

(2) TO MAINTAIN A CLOSE LIAISON WITH MUNICIPALITIES AND PROVINCIAL AND FEDERAL DEPARTMENTS AND AGENCIES, THEREBY ESTABLISHING A STRONGER REGIONAL PRESENCE IN THE DECISIONS WHICH AFFECT THE REGION.

(3) TO PROVIDE, AT THE LOCAL LEVEL, A RANGE OF PLANNING ADVISORY SERVICES, WHICH ARE RESPONSIVE TO THE DEMANDS BEING PLACED ON THE LOCAL MUNICIPALITIES.

(4) TO INCREASE THE PUBLIC AWARENESS OF REGIONAL PLANNING AND PROVIDE OPPORTUNITIES FOR CITIZEN PARTICIPATION IN THE DECISIONS THAT SHAPE THE REGION.

### 1.1 Edmonton Metropolitan Regional Planning Commission

The functions and responsibilities of the Commission establish the parameters within which actions can be taken in the implementation of the Plan. Within this context, the Commission will pursue such actions as ensure that land use planning and development in the Region are consistent with the provisions of the Plan.

### *POLICIES:*

#### *Plan Administration and Interpretation*

The Commission recognizes the importance of conveying the Plan's provisions to other land use and development agencies in the Region. Of utmost importance, is the proper interpretation of the Plan. To ensure consistency in both the implementation and administration of the Plan, the Commission assumes the responsibility for interpreting the principles, objectives, policies and maps within the basic framework of the Commission's operations and mandate.

The Commission encourages municipalities to take actions and to make decisions that implement the provisions of the Plan. It is particularly important that the statutory plans and land use bylaws of member municipalities are consistent with the Regional Plan.

In order to achieve consistency between local planning documents and the Regional Plan, the Commission will establish a continuing program to review municipal statutory plans and land use bylaws. Where inconsistencies of regional concern occur between the Regional Plan and municipal planning documents, such inconsistencies will need to be resolved. This

may involve modifying the local plan, changing the Regional Plan, or developing a mutually acceptable compromise to be incorporated in both the local and Regional Plan.

I-1 The Commission shall be responsible for the interpretation of the policies, regulations and boundaries of the maps in the Plan. When a question of interpretation arises, the matter shall be referred to the Commission for a decision. In interpreting the Plan, it shall be the policy of the Commission to:

(a) consider boundary designations on maps as general guidelines only, except where such boundaries coincide with existing roads, railways, rivers, bodies of water, municipal boundaries and other defined features. The precise location of boundaries separating one land use designation from another shall be legally defined by the appropriate land use bylaw, as enacted over time by the local authority having jurisdiction.

(b) apply the policies of the Plan with a degree of discretion and common sense, recognizing the unique local situation and the intent of the objectives and policies to be achieved.

I-2 Numerical figures in the Plan should not be interpreted as absolute and rigid. Minor variation from them is acceptable, providing the intent of the Plan is maintained.

I-3 In interpreting the policies of the Plan, the following shall apply:

(a) "shall" when used in this Plan denotes mandatory compliance;

(b) "should" denotes a position taken or action suggested which can be varied for valid planning reasons;

(c) "may" denotes a permitted action, based on fulfillment of specific criteria;

(d) unless otherwise defined in this Plan, a word or term takes the definition in the *Planning Act;* and

(e) where a word or term is not defined in either this Plan or the *Planning Act*, common English usage shall be assumed.

I-4 Member municipalities are advised to refer their proposed statutory plan(s) and/or land use bylaw(s) to the Commission for review prior to adoption. The Commission shall provide comment to the member municipalities on consistency with the Regional Plan.

I-5 Where a proposed statutory plan(s) and/or land use bylaw(s) is not consistent with the Regional Plan, the Commission shall:

(a) assist the municipality in making its proposed statutory plan(s) and/or land use bylaw(s) consistent with the Plan; or

(b) inform the municipality that, upon request, the Commission shall call a meeting to deal with the issue and render an interpretation of the provision(s) of the Plan that have been contravened.

I-6 Should the issue remain unresolved, the Commission shall inform the municipality of its option to apply to amend the Regional Plan, (See Part IV Section 3.0). Alternatively, the municipality or the Commission, may deal with the matter pursuant to the relevant section of the *Planning Act*.

*Inter-Municipal Forum*

The Commission and its committees provide the opportunity for member municipalities to meet regularly and discuss planning matters of inter-municipal and regional concern. The Commission operates to inform member municipalities of the intent of the Regional Plan and to encourage the expression of municipal views. Through such dialogue, members acquire a working understanding and an improved appreciation of the provisions and administration of the Plan, and of the planning concerns of other member municipalities.

I-7 The Commission shall promote and foster intermunicipal discussion as a means to resolve land use planning concerns or disputes of an inter-municipal or regional nature arising from a planning proposal.

*Planning Advisory Services and Subdivision Approval*

The *Planning Act* establishes that the Commission shall provide planning advice and assistance to member municipalities, and may submit suggestions with respect to any proposed annexation when requested by the municipalities. The Commission fulfils this important legislative requirement through the preparation of planning studies, statutory plans, land use bylaws and through assistance with current development control matters.

The E.M.R.P.C. also functions as the subdivision approving authority for the Region, except for those municipalities where the authority has been delegated by the Minister of Municipal Affairs to the local level. It is recognized however, that the municipal level of government may increasingly assume the responsibility for subdivision approval, thereby creating a greater need for effective planning co-ordination.

I-8 The Commission shall continue to provide professional planning assistance to meet the needs of its member municipalities, to ensure consistency with the provisions of the Regional Plan and to improve awareness of regional planning at the local level.

I-9 The Commission may request, where it is not the subdivision approving authority, that the subdivision approving authority refer all applications for subdivision to the Commission, in order to ensure the proper interpretation of Regional Plan policy in the evaluation of subdivision applications.

I-10 The Commission will assist municipalities in the preparation of general municipal plans, area structure plans, area redevelopment plans and land use bylaws, including amendments thereto, through the allocation of staff to provide essential planning services to municipalities requesting such services.

I-11 All applications for subdivision shall be evaluated, and decisions made, in accordance with the provisions of the Regional Plan, and municipal statutory plans and bylaws.

I-12 The Commission shall prepare and adopt subdivision policy guidelines to assist in the making of sound and consistent decisions on subdivision.

*Government Liaison*

The actions of the provincial and federal department and agencies have major implications for the implementation of the Regional Plan and are significant in the day-to-day operations and conduct of the Commission. The Commission is often requested to review provincial and federal projects to identify areas of regional concern and regularly responds to requests for information from provincial and federal agencies. Although these agencies are not legally bound by the provisions of the Regional Plan, it is important that they be made aware of regional concerns, identify with regional issues, and take into account the provisions of the Regional Plan.

Provincial government actions are particularly significant to the success of the Regional Plan, because of the direct involvement of provincial government departments in numerous programs which influence land use planning and the pattern of regional development. Many regional issues cannot be resolved through regional land use policy alone, and the cooperation and assistance of provincial departments are essential to the overall implementation of the Plan.

The E.M.R.P.C. also maintains contact with its member municipalities and other local authorities in order to ensure an awareness of their decisions, actions and programs. This allows the Commission to provide a regional perspective and to respond to municipal referrals.

I-13 The Commission encourages provincial and federal departments and agencies to reinforce the provisions of the Plan in their decisions and actions which affect land use planning and development in the Region.

I-14 The Commission endorses, and where necessary shall pursue, the establishment of arrangements for the referral of provincial and federal proposals affecting regional land use and development.

I-15 The Commission shall approach local, provincial and federal land use and development agencies to request referral of all matters affecting regional land use and development.

I-16 Upon the request of a member municipality or a provincial or federal agency, the Commission shall review projects of regional significance for consistency with the provisions of the Regional Plan.

I-17 The Commission shall inform relevant authorities of any regional concern identified as a result of referral or review.

I-18 The Commission shall seek to intervene in any hearing by an agency of government where the Commission feels that the goals, objectives and policies of the Regional Plan are affected.

*Public Participation and Involvement*

The public must be given the opportunity to participate in the planning process; therefore, the Commission will maintain active citizen and political involvement in its planning programs at both the municipal and regional levels. The Commission is committed to a program of continuing dialogue with municipal officials and citizens so that the Regional Plan accurately reflects the needs of the residents of the Region. The focus of such a program will be to increase public awareness of the Commission and the Regional Plan, and to create an understanding on the part of the public of the need for regional planning.

I-19 To enhance active citizen participation, the Commission shall:

(a) provide the opportunity for, and encourage, citizen participation when changes to the Plan are considered;

(b) establish an information dissemination program which may include the publication of newsletters, brochures and use of media, public meetings, etc.;

(c) encourage and maintain, as part of its municipal advisory role, contact and dialogue with the public through the subdivision process, community planning programs, general plan and shoreland management plan programs, and other planning studies;

(d) from time to time, undertake surveys to determine public opinion and/or obtain information required to carry out its planning function; and

(e) make available to the public all studies, documents and reports received officially by the Commission as information.

*Industry Involvement*

As a supplier of housing, commercial and industrial buildings, and other infrastructure for public and private use, the private sector will continue to be a major force in shaping the land use and development pattern in the Region. The Regional Plan is designed to provide sufficient flexibility to accommodate the desires of the private sector to provide innovative forms of development in the Region. At the same time, the Plan will assist the private sector to evaluate the feasibility of its development proposals. In recognition of the importance of industry involvement, the Commission will endeavor to improve communication and mutual understanding with builders, developers and other sectors of private industry in order to achieve an economical development process that reinforces the provisions of the Regional Plan.

I-20 The Commission shall provide opportunities for dialogue and the exchange of information between private industry and the Commission (See also Policy I-19).

*Special Studies*

In keeping with the Regional Plan, the Commission may undertake or participate in special studies, which provide a regional level assessment of planning problems, and/or special element and functional plans covering such issue areas as transportation, utilities and housing. These special studies may be initiated by a municipality, or a federal or provincial agency.

## 1.2 Member Municipalities and Other Local Authorities

The Commission recognizes that without the cooperation and commitment of member municipalities and other local authorities, regional planning in general will be largely ineffective. This is also true when considering the effect of the Regional Plan on land use and development in the planning region. It is essential that member municipalities view their municipal land use and development activities as complementary to, and as extensions of, the provisions set down in the Regional Plan. This is a very important responsibility entrusted to the municipalities, in that it is at the municipal level that the most detailed land use planning is carried out. Regional Plan policies and land designations are subject to more detailed refinement and interpretation through municipal statutory plans and bylaws. Additionally, member municipalities and other local authorities should be cognizant of regional issues and should develop an understanding of factors that transcend individual municipal boundaries.

I-21 The Commission shall seek the cooperation of member municipalities and other local authorities in working toward the coordination of land use planning and development in the Region.

I-22 The Commission regards general municipal plans, land use bylaws and area structure plans as a priority to detailing the strategy and policies of the Regional Plan and providing specific guidelines for the management of growth and change.

I-23 The Commission encourages municipalities to prepare and adopt area structure plans to provide a detailed planning framework for future subdivision and development in portions of the municipality subject to significant land use change.

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# 2.0 Monitoring and Review

## 2.0 MONITORING AND REVIEW

The Regional Plan must be monitored and regularly reviewed to ensure its long term validity and effectiveness. In this way the Commission will be able to measure the effects and achievements of the Plan's objectives and policies, and identify problems and changes which may necessitate refinement and amendment.

The intent of a monitoring program is to gain an increased understanding of the manner in which the Region is evolving under an adopted Regional Plan. The monitoring program assembles information essential to the day-to-day operations of the Commission, and provides a data base which will establish a foundation for the review of the Plan.

The review program is a comprehensive evaluation of the effectiveness of the Plan in achieving its stated goals. It will constitute a thorough study of the provisions of the Plan and may involve the identification of weaknesses in Plan policy and the revisions which changing circumstances in the Region have made necessary.

### *OBJECTIVE:*

(i) TO ENSURE THE LONG TERM VALIDITY AND EFFECTIVENESS OF THE REGIONAL PLAN.

### *POLICIES:*

*Monitoring the Plan*

I-24 The Commission shall undertake a monitoring program with the intent of evaluating the effects and achievements of the Plan, and identify the components of the program that need to be established and maintained.

I-25 The Commission may, at any time, request specific investigation of any provisions of the Plan that may have been rendered ineffective by changing circumstances in the Region.

*Review of the Plan*

I-26 The Commission may review the Regional Plan from time to time as it deems necessary, and shall undertake a review program which includes:

(a) an annual review of available population data to ensure accurate projections;

(b) a comprehensive review of the effectiveness and efficiency of the Plan in relation to changes in the land use and development pattern in the Region. This study shall identify any changes required to the Plan, and shall be undertaken within five years of adoption of the Plan;

(c) a major Plan review to be undertaken approximately ten years after adoption of the Plan.

I-27 The review shall take into account, among other matters, the following concerns:

(a) the impact of changes in the demographic, economic, social and physical circumstances in the Region as they affect the Plan;

(b) changes in land use and servicing requirements;

(c) changes in Federal and Provincial policies and programs as they affect the Plan;

(d) the extent to which the Plan's goals and objectives have been achieved; and,

(e) the impact of the Plan on the development of the Region.

# 3.0 Plan Amendment and Appeal

## 3.0 PLAN AMENDMENT AND APPEAL

It is important to emphasize that the Regional Plan is not an end in itself, but one plan in a planning hierarchy and one element in a continuing planning process. Given the time frame of the Plan, the rapid development of the Edmonton Region and the pace of technological change, it is important that the Plan be seen as an element of a dynamic process and one that must be responsive to change. For these and other reasons, amendments to the Regional Plan will undoubtedly be required as part of the normal process of planning and development in the Region.

Changing circumstances and new information may necessitate amending or adding new objectives or policies or maps. Finally, the evolution of the land use designations from lower intensity use to the active or higher intensity use must be considered as part of the normal planning and implementation programs and be undertaken in consultation with the affected municipalities. The results of the monitoring and review programs will indicate the need for changes in the Regional Plan.

Changes to the Regional Plan can only be made by means of amendment in accord with the requirements of the *Planning Act*, as amended (Appendix 4). It is important to note that only Commission members and local authorities may initiate amendments to the Regional Plan. Any member of the Commission may move to amend the Regional Plan on his or her behalf or on behalf of a municipality, other agency, or private individual.

In addition to the legislated requirements, the Commission will develop procedures for the consideration of amendments based on the requirements in the *Planning Act*. As well, a detailed list of information that may have to be supplied by those seeking to amend the Plan will be developed. These procedures and requirements will be made available subsequent to the adoption of the Regional Plan.

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# GLOSSARY and REFERENCES

1.0 Definitions and Abbreviations

2.0 References

# GLOSSARY AND REFERENCES

## 1.0 DEFINITIONS AND ABBREVIATIONS

The *Planning Act* should be consulted for definitions of terms not defined in this Glossary. If not defined in either place, the common English meaning should be used.

### 1.1 List of Abbreviations

A.V.P.A. - AIRPORT VICINITY PROTECTION AREA

E.M.R.P.C. - EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION

LRT - LIGHT RAIL TRANSIT

NCR - NATURE CONSERVATION AND RECREATION

NEF - NOISE EXPOSURE FORECAST

RDA - RESTRICTED DEVELOPMENT AREA

### 1.2 List of Terms

AGRICULTURAL COMMUNITY: an area, where the economic activity and the social and cultural orientation of the residents is based predominantly on agriculture regardless of the physical capability of the soil. Agricultural activities include: production of crops (cereal, oil seeds, forage and forage seed), vegetables, trees and tree products, grazing, and livestock and livestock products. Activities may be extensive or intensive in nature.

AGRICULTURAL: FARMLAND CONSERVATION: areas where prime agricultural land predominates and where long-term agricultural use of the land should be protected (See Map 4).

AGRICULTURAL LAND: land necessary for the production and harvesting of crops and livestock, and uses, supportive of or accessory to these basic farm uses, which are not in conflict with the long-term maintenance and viability of the agricultural community.

AIRPORT (Aerodrome): any area of land, water (including the frozen surface thereof) or other supporting surface used or designed, prepared, equipped or set apart for use either in whole or in part for the arrival and departure, movement or servicing of aircraft and includes any buildings, installations and equipment in connection therewith. Included are: civil airports licensed by the Ministry of Transport and major military airbases.

AIRPORT NOISE ANNOYANCE AREA: the area within the 30 Noise Exposure Forecast (NEF) contour in which land uses sensitive to high noise levels will be adversely affected by aircraft noise.

AIRSTRIP: an area of land set aside for the landing or departure of private aircraft for purposes other than personal needs of private owners, and for which an airport license has not been issued by the Federal Ministry of Transport.

ARTERIAL ROAD: a road whose major functions are the movement of vehicular traffic at higher speeds and over longer distances. Arterials intersect with other arterials (including freeways and expressways) and with collectors.

CAPABILITY (LAND): the natural ability of land and resources to support a specified activity or use, based upon the natural biological and physical characteristics of the land. Where specifically stated,

C.L.I. capability refers to the natural ability of the land to support a given activity or use as determined by the Canada Land Inventory system of land capability classification.

CARRYING CAPACITY: a level of use an area can withstand while providing a sustained high quality of recreation in accordance with the recreational objectives of the area. Physical carrying capacity refers to the amount of human impact a given area can absorb without excessive deterioration of the resource and loss of aesthetic qualities. Psychological carrying capacity refers to limits of use an area can sustain without deterioration of the recreational experience through crowding or resource degradation.

CODE OF PRACTICE FOR CONFINEMENT OF LIVESTOCK FACILITIES: a set of guidelines and recommendations, prepared by an interdepartmental committee of the Provincial Government to aid the establishment and development of the livestock industry. The Code of Practice incorporates a Minimum Distance Siting Formula which aids in orderly land use planning and siting of livestock facilities and non-agricultural developments.

COLLECTOR ROAD: a road whose function is to provide both land access and mobility, and which has certain size and design implications. Collector roads collect traffic from local roads and feed it to arterials, or distribute it from arterials to local roads.

COMMISSION: the Edmonton Metropolitan Regional Planning Commission.

CONSERVATION: the act of planning and managing a natural resource or environmental feature to ensure that its full potential can be realized in the future for the benefit of man and other living species.

COUNTRY RESIDENTIAL LAND USE: land use intended for rural residential purposes with the option of engaging in subordinate rural activities. Such activities may include agricultural, recreational, commercial or educational uses which are compatible with surrounding land uses.

ECONOMIC ACTIVITY: any of the various operations of trade, industry, commerce or government which generate income and employment.

ENERGY UTILITY CORRIDOR: the right-of-way designated for the use of two or more pipelines and/or powerlines.

ENVIRONMENTALLY SENSITIVE LANDS: lands that are unusual or unique in the Region and perform a physical or biological function that is of importance beyond the site.

EXPRESSWAY: a road whose function is to move motorized vehicle traffic over medium to long distances at high speeds. Direct land access is not permitted, but, depending on safety considerations, some intersecting public roadways may be at grade.

EXTENSIVE AGRICULTURAL ACTIVITIES: activities used to gain a livelihood from large areas of land by the production of crops and livestock, either separately or combined and includes all related buildings and structures. Typical activities are large-scale production of cereal crops and dairy and beef cattle grazing.

EXTRACTIVE OPERATION: usually involves the surface mining of sand, gravel, and/or coal. The process involves clearing of surface vegetation, stripping the overburden and stockpiling the overlying topsoil, the excavation, stockpiling, processing, and transporting of the desired deposit and finally reclamation of the surface mined area.

FARMSTEAD: an identifiable site, apart from the character of the surrounding land, previously or currently used as a residential building site for an agricultural operation.

FLOOD PLAIN: land adjacent to, and prone to occasional flooding by a stream, and built from the accumulation of sediments deposited by floods and/or by channel deposition. The active flood plain is generally considered the area covered by the 2 year return period flood (50% chance of occurring each year).

FREEWAY: a road whose function is to move motorized vehicle traffic over medium to long distances at high speeds. Access to and from freeways is by grade separated interchanges, connecting to other freeways, expressways, and some arterial roads.

GENERAL RURAL: areas where rural settlement may occur subject to regional policy and more detailed municipal statutory plans and bylaws. A variety of rural or low intensity activities may be permitted here, such as agriculture, outdoor recreation, rural industrial land use and institutional activities (See Map 4).

GENERAL URBAN: areas developed or proposed for urban land use over the next 20-25 years. These areas will accommodate most future residential, commercial, institutional and small scale light industrial uses (See Map 4).

GOAL: an idealized end toward which planned action is directed, and which provides a broad indication of what is to be achieved or pursued.

HAMLET: an unincorporated area of land subdivided into lots as a townsite in a rural municipality and recognized as such in this Regional Plan.

HAZARD LAND: land characterized by steep or unstable slopes, soils of adverse structure, poor drainage, and/or flood incidence which present significant limitations to development.

HEAVY INDUSTRIAL: areas containing existing heavy industry and areas identified for future establishment of such uses (See Map 4).

HEAVY INDUSTRY: any manufacturing or processing activity:

(a) which may consume large amounts of land, energy, water or other natural resource in its operation, or which requires access to transportation facilities capable of handling bulk materials and commodities; or

(b) which may have a detrimental effect on the environment through the following: high volumes of heavy vehicle movement; pollution of air, soils or water; nuisance as a result of noise, smoke, odor, dust, fumes, glare or humidity; or hazard arising from fire, explosion, radiation or contamination.

HIGHWAY COMMERCIAL LAND USE: the use of land situated in the vicinity of a primary highway in a rural municipality for the purpose of providing service stations, restaurants, cafes, motels, hotels, recreational vehicle parks or facilities of a similar nature for the use of highway travellers.

INDUSTRIAL LAND USE: a land use providing for the manufacture, storage, distributing, wholesaling, testing, servicing, repairing, wrecking or salvaging of goods and materials, including uses essential to industry and whose existence and operations require locations in close proximity to an industrial land use.

INFRASTRUCTURE: the essential elements (basic framework) of a system. For example, the permanent installations required for a community (See also TRANSPORTATION/UTILITY SYSTEM).

INNER METROPOLITAN AREA: that portion of the Planning Region containing the City of Edmonton, City of St. Albert, C.F.B. Namao, the Hamlet of Sherwood Park as well as lands between the three communities and on their immediate periphery. The area is characterized by strong interdependence between the communities in terms of employment, cultural activities, services and recreation.

INTENSIVE AGRICULTURAL ACTIVITIES: activities used to gain a livelihood from proportionately small land areas by the concentrated raising of crops or the concentrated rearing or keeping of livestock, poultry, or their products for market. Included are all related buildings or structures. Typical activities are feedlot operations, market gardening, greenhouses, apiaries, nurseries, poultry farms and kennels.

ISOLATED PARCEL: a parcel rendered unworkable for agricultural purposes due to isolation by features either natural or man-made. Such parcels are too small to farm economically in conjunction with the remainder of the quarter section; access to the isolated parcel may be difficult.

LAKE: a standing body of water, surrounded by land and formed in a depression on the earth's surface. Its natural function is the storage of water rather than its transportation. In the Edmonton Metropolitan Region, lakes are considered to be those bodies of water which are officially named or numbered, or are permanent unnamed bodies of water with a surface area which exceeds 32 hectares.

LEQ: a measurement of the average total noise energy at a particular location over the entire day. It is expressed in decibels (dBA), which measures noise in the same manner as degrees are used to measure temperature.

LIGHT RAIL TRANSIT: a form of rapid transit using electrically powered vehicles operating on rail within a reserved right-of-way which may or may not be grade separated from intersecting roads.

LOCAL AUTHORITY: a council, or a school authority, or a district board under the Alberta Hospitals Act, or any joint committee established under Section 118 of the *Municipal Government Act* to construct, own, maintain or operate or do any other matter or thing with respect to a public utility.

LOCAL SERVICE CENTRE: an urban settlement whose predominant industrial activities (including agriculture) are dependent upon a local supply of raw materials, and whose basic functions include the provision of goods and services to a small local market area.

MEMBER MUNICIPALITY: any municipality located within the boundary of the Edmonton Metropolitan Planning Region.

METROPOLITAN INDUSTRIAL: areas containing major concentrations of industrial employment and/or intensive or extensive areas of land used or to be protected primarily for industry (See Map 4).

MULTI-MODE TRANSPORTATION SYSTEM: a fully integrated system for the movement of people and goods by means of any of the following: private vehicles; transit (surface, rapid and special service); truck; rail; and air transportation. Pedestrian and bicycle facilities may also be included.

NATURAL AREA: an area of public land set aside by Order-in-Council of the Province of Alberta for conservation, educational, recreational or scientific uses.

NATURE CONSERVATION AND RECREATION: areas conserved for their natural and recreational values, scenic attributes, open space qualities, watershed and environmental values or sensitivity. Residential and other human settlement activity should be limited and carefully integrated with the natural environment (See Map 4).

NOISE EXPOSURE FORECAST (NEF) CONTOUR: a line delineating points of equivalent intensity levels of aircraft noise annoyance for lands in the vicinity of an airport. The contour is computed on the basis of frequency and type of aircraft traffic using a particular runway.

OBJECTIVE: an achievable, feasible and measurable end which evolves from goal statements.

OPEN SPACE: land characterized by one or more of the following: natural or man-made scenic beauty or openness; low permanent population density; very low proportion of buildings per unit area; and similar space that offers contrast with the higher-density built environment.

PIPELINE: any portion of the basic network of pipelines designed to transport bulk oil, gas, synthetic crude or any other commodity, but shall exclude any pipeline used as a public utility.

PLAN: the Edmonton Metropolitan Regional Plan.

PLAN MAP: the Composite Regional Land Use Map forming part of the Edmonton Metropolitan Regional Plan and which delineates the boundaries of the land use designations identified in Part III of this Plan (Map 4).

PLANNING REGION OR REGION: the E.M.R.P.C. Planning Region.

POLICY: a statement identifying a specific course of action for achieving the objectives.

POWERLINE: a major electrical transmission line above the 60 kilo-volt nominal operating voltage, including transmission circuits, insulating and support structures. Public utility electrical lines transporting electricity directly to domestic, commercial and industrial consumers are excluded.

PRIMARY HIGHWAY: a highway or proposed highway that is designated as a primary highway; or a road, street or highway designated as a secondary road and numbered between 900 and 999 pursuant to the *Public Highways Development Act*.

PRIME AGRICULTURAL LAND: includes

(a) land with a C.L.I. soil capability rating for agriculture of Classes 1 and 2, and those lands rated as Class 3 which exhibit good agricultural productivity by having a farmland assessment rating of 41 percent or higher;

(b) land with the potential for producing specialty and other crops, or for supporting land-intensive agricultural operations, none of which are considered in the C.L.I. agricultural capability classification scheme.

**PROVINCE:** the Province of Alberta or the Alberta Government or the relevant minister of a provincial government department.

**PUBLIC TRANSIT:** scheduled passenger transportation service provided within and between municipalities as a municipal public service.

**PUBLIC TRANSPORTATION:** any mode of scheduled surface transportation designed primarily for the movement of people, for which a fare is normally paid. The public transportation system within the Region consists of municipally-owned and operated public transit and other bus and rail passenger transportation carriers.

**RAILWAY:** a graded right-of-way which has metal rails supported by ties, for the passage of trains or rolling stock drawn by locomotives.

**RECLAMATION:** the restoration of surface mined or surface disturbed land to a useful condition or activity. In terms of restoring mined out extractive sites, this process would include recontouring of slope, replacement of topsoil and revegetation to return the disturbed land to a desirable, productive use.

**REGION:** the Edmonton Metropolitan Regional Planning Commission's planning region, as shown on Map 1.

**REGIONAL SERVICES COMMISSION:** created under the *Regional Municipal Services Act*, the Regional Services Commission may acquire and finance, construct, operate and dispose of waterlines, sanitary or storm sewer lines, and water, waste and sanitary or storm sewerage plants and facilities.

**REGIONAL TRANSPORTATION PLAN:** a long range plan presenting the overall transportation scheme for major roads and transit services and defining a schedule of priorities for transportation improvements in the Region.

**RESORT:** a land use adjacent to a lake or other body of water or in a special scenic location that is used or developed primarily for seasonal recreation and habitation and may include sites for resort residences, camping and picnic grounds, institutional camps, public and commercial recreation uses and associated recreation uses.

**RESORT RESIDENCE:** any permanent structure used as a vacation residence (not as a permanent residence) for part of the year as a base for recreational pursuits.

**RIGHT-OF-WAY:** the land acquired for a transportation or utility alignment, such as pipeline, powerline, public road or railroad. Specific rights regarding access and use have been granted to the owner/operator of the facility.

**ROAD:** a provincial primary highway or secondary road, or a major roadway, including municipal freeways and major arterials. The *Planning Act* refers to roadways as the whole right-of-way.

**RURAL INDUSTRIAL LAND USE:** industrial land uses which provide products or services directly associated with the agricultural industry; which require relatively large areas of land and minimal on-site improvements (storage industries); and natural resource extractive industries.

**RURAL RESIDENTIAL:** the establishment of rural non-farm residences. Resort residences or resort type developments would normally be excluded.

**SANITARY LANDFILL SITE:** a properly engineered facility for disposal of domestic, commercial and industrial solid wastes.

**SATELLITE INDUSTRIAL CENTRE:** an urban centre, located in the Edmonton Metropolitan Region, having a size and diversity capable of attracting a variety of economic, recreational, institutional and cultural activities, and providing a range of employment opportunities and higher order services for the local residents and surrounding communities.

**SECONDARY ROAD:** a road or highway designated as a Secondary Road pursuant to the *Public Highways Development Act*, but not including roads numbered between 900 and 999. Secondary roads form part of a system developed jointly by the rural municipalities and the Province.

**SHORELAND:** land adjacent to natural streams, lakes or man-made lakes, characterized by the following:

(a) lands contained within the valley of a stream, including its valley walls and ravines; and

(b) lands extending 400 m from the top edge of the stream valley and, where the valley is poorly defined, not more than 3.0 km back from the stream shoreline; or

(c) lands subject to inundation by fluctuations in the surface level of an adjacent waterbody, including beach and backshore areas; and

(d) lands within 800 m of the lake shoreline.

**SOLID WASTE:** waste matter that must be transported in a solid form to the point of disposal.

**SPECIAL CONTROL AREAS:** areas of the Region where the Regional Plan applies "overlay policies" in addition to those policies relating to the basic land use designation in effect. These policies may relate to:

(a) areas where the federal or provincial government has enacted special legislation or regulations such as Restricted Development Areas and Airport Related Protection Areas, or

(b) areas where the nature or complexity of land use planning issues suggests that additional planning measures may be beneficial, such as Metropolitan Fringe, Extractive Resource Conservation Areas, and the Noise Exposure Forecast Contours and the General Aviation Noise Exposure Projection in the absence of an A.V.P.A. (See Map 4).

**STREAM:** a collective term to describe all forms of naturally-flowing water, including rivers and creeks. A river is a large stream, whereas creek generally denotes a smaller stream.

**SUITABILITY (Land):** the ability of the land to support a given activity in light of its natural capability, but with consideration given to the existing constraints and advantages arising from current use, location, and socio-economic factors.

**TAKE-OFF/APPROACH AREAS AND SURFACES:** areas established for each runway direction intended to be used for the take-off and landing of aircraft.

**TRANSPORTATION/UTILITY CORRIDOR:** the right-of-way or a combination of rights-of-way designated by the Province of Alberta or the municipality for the exclusive use of transportation facilities and/or pipelines and powerlines.

**TRANSPORTATION/UTILITY SYSTEM:** the servicing infrastructure, which is made up of: the transportation components (roads, public transportation, railways, air transportation); public utilities (water, sewer, stormwater and solid waste facilities); and energy utilities (pipelines, powerlines, and related resource facilities).

**TRUNK LINE:** a pipe used for the transport of water or sewage from a point of origin to a desired location prior to local distribution or centralized collection.

**UNSUBDIVIDED QUARTER SECTION:** a titled area of 64 ha (more or less), but excluding previous subdivisions for road widenings, school sites and other public or quasi-public uses, or isolated parcels.

**URBAN CENTRE:** any city, town, or village or the Hamlet of Sherwood Park, or other hamlets as may be so designated in this Plan.

**URBAN COMMUNITY:**

(a) any city, town or village; or

(b) any unincorporated settlement which:

(i) is integrated by design;
(ii) has a population of over 1000 persons;
(iii) is supplied with piped water and sewer facilities; and
(iv) contains at least one administrative service.

**UTILITIES:** the man-made elements of a water supply, sewage, stormwater and solid waste disposal, electrical power supply and distribution and pipeline systems.

**WILDLIFE HABITAT:** the natural environment of a species which provides food, water, cover, breeding space, freedom of movement and ground territories necessary for the survival of the species.

**WILDLIFE PROTECTION AREAS:** areas established through the co-operative efforts of the Commission and the Fish and Wildlife Division of Alberta Energy and Natural Resources to protect an uncommon or locally endangered wildlife species or to provide a protective buffer zone around special habitats and natural areas which would be susceptible to adverse impacts from developments adjacent to their boundaries.

**WILDLIFE PROTECTION AREAS, PRIMARY:** consist of habitats with specific requirements for the resident species and are in need of intensive protective measures. Included are habitats for great blue herons, Canada geese and a variety of raptor species (osprey and peregrine falcon, for example).

**WILDLIFE PROTECTION AREAS, SECONDARY:** consist of more generalized wildlife habitats such as major rivers and stream channels or productive shorelines for waterfowl and shore birds. Critical wintering range for ungulates, important staging habitat for migrating whistling swans, snow geese and sandhill cranes, or larger tracts of summer foraging range for ungulates could be included.

# References

## 2.0 SELECTED REFERENCES

This selected list of references provides a listing of key background material used in the preparation of this Regional Plan. Many other documents such as general municipal plans, legislation and numerous provincial and federal government reports were consulted in the preparation of this Plan.

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1. Rural Land Use Policy: Position Paper No. 1, 1975. Regional Plan Project, ERPC, 50 pp. (Amended, 1977 in Summary Document).

2. Sand, Gravel and Clay Policy: Position Paper No. 2, 1975. Regional Plan Project, ERPC, 105 pp. (Amended, 1978 in Summary Document).

3. Parks, Outdoor Recreation and Open Space Policy: Position Paper No. 3, 1976. Regional Plan Project, ERPC, 111 pp.

4. Regional Roadway Policy: Position Paper No. 4, 1976. Regional Plan Project, ERPC, 117 pp.

5. Railways Transportation and Land Use Policy: Position Paper No. 6, 1976. Regional Plan Project, ERPC, 84 pp.

6. Air Transportation/Land Use Policy: Position Paper No. 8, 1976. Regional Plan Project, ERPC, 189 pp.

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10. Public Transportation Policy: Position Paper No. 11, 1977. Regional Plan Project, ERPC, 94 pp.

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12. Land Use in the Vicinity of Highways Policy: Position Paper No. 5, 1978. Regional Plan Project, ERPC, 8 pp. (Summary Document).

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## 2.2 Guidelines and Procedural Reports


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2. The Edmonton Regional Plan: An Element of the Continuous Regional Planning Process, 1974. ERPC, 22 pp.

3. Subdivision and Development Guidelines in Areas Affected by Oil and Gas Industry, 1975. ERPC, 8 pp.

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8. Briefs on the Draft Regional Plan. Appendices A to E. 1979.

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9. A Review of the Edmonton Draft Regional Plan. A Report by the Alberta Planning Board, January, 1980, 33 pp.

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12. Wizard Lake Management Plan: A Summary of Regulations and Policies, 1980, ERPC.

13. Submission on the Formation of the Edmonton Metropolitan Regional Planning Commission, 1981, ERPC.

14. Report and Decision Concerning the Edmonton Annexation Application, Government of Alberta, June, 1981, 14 pp.

15. Program Outline and Terms of Reference - Edmonton Metropolitan Regional Plan, November, 1981, EMRPC.

16. Technical Guide for the Preparation of the Edmonton Metropolitan Regional Plan, June, 1982, EMRPC.

17. Issues, Goals and Objectives: A Position Paper, 1982, EMRPC.

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1. Report and Decision Concerning Edmonton Annexation Application, Government of Alberta, June, 1981.
2. Revised Guidelines for Regional Plan Preparation and Review. A Report by the Alberta Planning Board, March, 1982; 11 pp.
3. Framework for Application of Regional Plan Guidelines. A Report by the Alberta Planning Board, April, 1982.
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## 2.4 Regional Inventory and Technical Background Reports

(A list of pre-1963 reports is available from the Commission).

1. Metropolitan Edmonton Transportation Study, 1963. Volume 1: Requirements and Volume 2: Plan and Program; ERPC.
2. Metropolitan River Valleys, Parks and Recreation Study, 1964; ERPC.
3. Regional Rural Road Study, Volume 1: Requirements (1966) and Volume 2: Plan and Program (1967); ERPC.
4. Airport Study, Edmonton Regional Planning Commission Area, 1969; ERPC.
5. Big Lake Recreation Area, ERPC, 1971.
6. Cooking Lake-Hastings Lake Brief: Regional and Municipal Planning Considerations, ERPC, 1971.
7. Market Areas and Service Centre Study: Edmonton Region, 1971; ERPC.
8. Industrial Land Inventory: Metropolitan Area Beyond City Limits, 1972; ERPC.
9. Country Residential Development: Report and Recommendations for a Part of Strathcona County, 1973; ERPC, 10 pp.
10. Regional Lake Perspective, 1974; ERPC, 37 pp.
11. The Northwest: An Industrial Strategy, 1975; ERPC, 27 pp.
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*Technical Papers*

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2. Labour Force Projections, 1974, 79 pp.

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5. The Development Potential Index Technique, 1976, 86 pp.

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*Growth Studies Discussion Papers*

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3. Pollution and Urban Growth. Edmonton Region Growth Studies, 1976, 58 pp.
4. Alternative Priorities for Managing Growth. Edmonton Region Growth Studies, 1976, 37 pp. Technical Appendices, 1976, 58 pp.
5. Conserving our Resources. Edmonton Region Growth Studies, 1976, 51 pp.
6. Frameworks for Growth Management. Edmonton Region Growth Studies, 1976, 44 pp.
7. Services to Property (Water, Sewer and Solid Waste Management). Edmonton Region Growth Studies, 1976, 41 pp.
8. Social Development, Health Services and Urban Growth. Edmonton Region Growth Studies, 1976, 37 pp.
9. Education, Recreation and Urban Growth. Edmonton Region Growth Studies, 1976, 36 pp.
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11. Housing and Urban Growth. Edmonton Region Growth Studies, 1976, 141 pp.
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2. Political and Public Response to "A Choice of Growth Management Strategies", 1977, 185 pp.
3. Report of the Special Committee on the Growth Studies regarding objectives, concepts and policies for the accommodation of urban growth in the Edmonton Region, March 1978, 13 pp.

*Consultant's Reports*

1. Perceptions and Concerns in the Edmonton Sub-Region: The Citizens Point of View. Prepared by Decision Making Information Canada (DMIC), 1974.

# APPENDICES

## APPENDIX 1: ACKNOWLEDGEMENTS

The E.M.R.P.C. Regional Plan evolved as a result of very significant contributions of many individuals and agencies. Special mention is made of the contribution and dedication of the Regional Plan Committee members who were involved in intensive review and deliberations, and the project staff of the E.M.R.P.C. who prepared the necessary research and participated in the review under a difficult time schedule. A list of major contributors follows:

### 1. Regional Plan Committee Members - 1982

| | |
|---|---|
| Mrs. Liesbeth Bakker (Committee Chairman) | City of St. Albert |
| Mrs. Muriel Abdurahman | Town of Fort Saskatchewan |
| Mr. Bill Bell | Town of Leduc |
| Mrs. Olivia Butti | City of Edmonton |
| Mrs. June Cavanagh | City of Edmonton |
| Mr. Dan Chalifoux[1] | County of Leduc |
| Mr. Wilf Cody[2] | Alberta Agriculture[3] |
| Mr. Dwight Ganske | Town of Stony Plain |
| Mr. Gordon Halls | Alberta Transportation[3] |
| Mrs. Bettie Hewes | City of Edmonton |
| Mr. Ralph Horley | County of Strathcona |
| Mr. Maurice McCullagh | County of Parkland |
| Mr. Ross Quinn | Town of Morinville |
| Ms. Jan Reimer | City of Edmonton |
| Mr. Frank Schoenberger | M.D. of Sturgeon |

[1] Mr. Reinhold Ortlieb, Committee member up to October, 1982, was replaced by Mr. Dan Chalifoux.

[2] Mr. Elmer Bittner, Committee member up to October 1982, was replaced by Mr. Wilf Cody.

[3] Alberta Government Department representatives are non-voting members.

### 2. Contributing E.M.R.P.C. Staff - 1982

**Executive Director:** R. Norman Giffen

**Regional Planning and Research Division:**

| | |
|---|---|
| Planning Manager | Eugene L. Dmytruk |
| Senior Planners | Marlene J. Exner<br>Wes M. Shennan<br>(to September, 1982) |
| Planners | Jeff Fielding<br>(to August, 1982)<br>Bea R. Fricson<br>Brian G. Kwasny<br>Susan E. Maceyovski<br>Jake R. Rudolph<br>Chris G. Walker |
| Technologist | Ches L. Dombroski |
| Secretary/ Stenographer | Irene F. Blain |

**Technical Services:**

| | |
|---|---|
| Chief Draftsperson | Edith Huckle |
| Draftspersons | Joyce Stach<br>Mark McAthey |
| Printing | Jack Super |
| Micom Operator | Ingrid Gruber |

**Other Contributing Staff:**

Valuable comments, suggestions and assistance have been provided by other members of the Commission staff, both during the formative stages and later during the review of the working draft of the Plan. Special thanks to the following:

**Municipal Division:**

| | |
|---|---|
| Planning Manager | K. Barry Clark |
| Section Head | Robin Vogelesang |
| Section Head | Gordon Tweddell |

**Economist:** Ctibor Skoda

## 3. Contributing Agencies and Departments

Numerous agencies and departments of the Provincial and Federal Governments and of the Region's municipalities made contributions by providing information and assisting with research and review of plan proposals, both during the development of the initial draft plans and technical background reports and later in the review of draft proposals.

Special thanks to the staffs of a number of municipal planning departments who provided valuable insights on local viewpoints and development activity. To all of these, the E.M.R.P.C. is deeply grateful for their assistance and input.

**APPENDIX 2: MEMBER MUNICIPALITIES - EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION**

The following municipalities are within the area of jurisdiction of the Edmonton Metropolitan Regional Planning Commission, pursuant to Section 21(2)(h) of the *Planning Act* and Orders-in-Council issued under that Section:

**Cities:**

Edmonton
St. Albert

**Towns:**

Beaumont
Bon Accord
Calmar
Devon
Fort Saskatchewan
Gibbons
Leduc
Morinville
Redwater
Spruce Grove
Stony Plain

**Counties:**

Leduc No. 25
Parkland No. 31
Strathcona No. 20

**Municipal District:**

Sturgeon No. 90

**Villages:**

Legal
New Sarepta

DRAFT

**APPENDIX 3: EDMONTON METROPOLITAN REGIONAL PLANNING COMMISSION MEMBERSHIP (1982-83)**

| DESIGNATED COUNCILS | APPOINTED MEMBERS |
|---|---|
| **Cities:** | |
| Edmonton | Mrs. Olivia Butti |
| | Mrs. Lois Campbell |
| | Mrs. June Cavanagh |
| | Mr. Ed Ewasiuk |
| | Mr. Ron Hayter |
| | Mrs. Bettie Hewes (Chairman) |
| | Mr. Paul Norris |
| | Ms. Jan Reimer |
| | Mr. Percy Wickman |
| St. Albert | Mr. Ken Allred |
| | Mrs. Leisbeth Bakker |
| **Counties:** | |
| Leduc No. 25 | Mr. Reinhold Ortlieb (to August, 1982) |
| | Mr. Dan Chalifoux (from August, 1982) |
| Parkland No. 31 | Mr. Maurice McCullagh |
| Strathcona No. 20 | Mr. Ralph Horley |
| | Mr. Warren Thomas (to June, 1982) |
| | Mr.George Wunderly (from June, 1982) |
| **Municipal District:** | |
| Sturgeon No. 90 | Mr. Frank Scheonberger |
| **Towns:** | |
| Beaumont | Mrs. Monica Plamondon |
| Bon Accord | Mr. Ken Fearnley |
| Calmar | Mr. Bruce Tremblay |
| Devon | Mr. Henry Van Delden |
| Fort Saskatchewan | Mrs. Muriel Abdurahman |
| Gibbons | Mr. George Fraser |
| Leduc | Mr. Bill Bell |
| Morinville | Mr. Ross Quinn |
| Redwater | Mr. Peter Hrynchuk |
| Spruce Grove | Mr. George Cuff (to March, 1982) |
| | Mr. Dave Hinch (from March, 1982) |
| Stony Plain | Mr. Dwight Ganske |

**APPENDIX 4: EXCERPTS FROM THE *PLANNING ACT*, CHAPTER P-9, RSA 1980**

*Statutory Authority to Prepare and Adopt Regional Plan*

**26** (3) A regional planning commission shall

(a) prepare a regional plan for its planning region.

**45** Any plan referred to in this Part may include

(a) maps, diagrams and other graphic aids, and

(b) any written statements, policies, proposals and forecasts that are considered necessary and appropriate for the plan in which they appear.

**46** (1) Each regional planning commission shall, on or before December 31, 1982, adopt a plan for the planning region under its jurisdiction in accordance with this Act which shall be known as the "(name of region) Regional Plan".

**47** A regional plan

(a) shall provide for the present and future land use and development of the planning region, and

(b) may regulate and control the use and development of land in the planning region.

**48** (1) A regional planning commission shall, during the preparation of a regional plan, provide an opportunity to the Board and the councils of those municipalities situated in the planning region and those local authorities and persons affected by it of making suggestions and representations with respect to the plan.

(2) The opportunity for making suggestions and representations referred to in subsection (1) shall include the publication of one or more notices in a newspaper circulating in the planning region of a statement to the following effect:

(a) that a regional plan is proposed and its effect on the planning region;

(b) if a draft has been prepared, an invitation to inspect the proposed plan and supporting material at the times and places specified in the notice;

(c) an invitation to make suggestions and representations within the time specified in the notice.

(3) A copy of a proposed regional plan shall be sent to

(a) the Minister,

(b) the council of each municipality in the planning region,

(c) any other local authority whose powers extend to the planning region, and

(d) any other persons or organizations that the regional planning commission considers necessary,

inviting comments within the period of time specified by the commission.

*Statutory Powers of a Regional Plan*

54 (1) When a regional plan has been ratified by the Minister, no local authority shall enact any bylaw, take any action or authorize or undertake any development that is inconsistent with the regional plan.

(2) Every statutory plan, replotting scheme and land use bylaw, every action taken or thing done by a local authority, regional planning commission or a council and every decision of a municipal planning commission, joint municipal planning commission, development appeal board or development officer shall conform with the regional plan.

(3) The regional planning commission shall send the regional plan ratified by the Minister to every local authority affected by it.

(4) If there is a dispute between a regional planning commission and a local authority as to whether there has been a contravention of subsection (1) or (2), the regional planning commission or the local authority may refer the dispute to the Board.

(5) If the Board receives a referral pursuant to subsection (4), the Board shall decide the dispute and the decision is binding, subject to the right of the regional planning commission or the local authority under section 152 to appeal.

91 (1) A subdivision approving authority shall not approve an application for subdivision approval unless

(b) the proposed subdivision conforms to the provisions of any regional plan, ministerial regional plan, statutory plan and land use bylaw that affects the land proposed to be subdivided.

92 (1) A subdivision approving authority may impose the following conditions or any other conditions permitted to be imposed by the subdivision regulations on a subdivision approval issued by it:

(a) any conditions that may be necessary to ensure that this Act and the regulations and any regional plan, ministerial regional plan, statutory plan and land use bylaw or land use regulations affecting the land proposed to be subdivided are complied with.

109 (2) In determining an appeal the Board

(a) shall have regard to any regional plan, ministerial regional plan and statutory plan and shall conform with the uses of land referred to in a land use bylaw or the land use regulations.

*Amendments to a Regional Plan*

56 (1) A local authority affected by a regional plan may apply the regional planning commission to amend the plan and on receipt of the application the commission shall treat the application as if it were a motion made by a member of the commission under subsection (2).

(2) A member of a regional planning commission may make a motion to amend a regional plan.

(3) No amendment to a regional plan shall be adopted by a regional planning commission unless

(a) a public hearing has been held pursuant to section 49(1),

(b) notice of the proposed amendment is given in accordance with section 50(2), and

(c) at the meeting of which notice was given in accordance with section 50(2), at least 2/3 of those persons entitled to vote and who were present and voted, voted in favour of the amendment.

(4) On the adoption of an amendment to a regional plan the regional planning commission shall send it to the Board for approval.

57 (1) If a regional planning commission refuses to adopt an amendment to a regional plan the applicant or any other local authority in the planning region affected by the amendment may appeal to the Board.

(2) An appeal under this section shall be in writing stating the reasons for the appeal and a copy of it shall be served on every local authority affected by the appeal.

(3) An appeal shall be made within 60 days of the date of the decision appealed.

58 (1) The Board shall hold a public hearing on the appeal after giving at least 10 days' notice to

(a) the appellant,

(b) the council of each municipality in the planning region,

(c) every other local authority whose powers extend to the planning region, and

(d) any other persons or organizations the Board considers necessary.

(2) After hearing the parties and any other local authority or person it wishes to hear, the Board may approve the amendment and, if it does so, shall submit it to the Minister for ratification with or without recommendations.

(3) Notwithstanding an order under subsection (2), the Minister may refuse to ratify the amendment to the regional plan.

59 (1) If the Board approves an amendment to a regional plan but does not certify the amendment to be of a minor nature, the Board shall refer it to the Minister for ratification.

(2) An amendment to a regional plan takes effect

(a) if the Board certifies the amendment to be of a minor nature, on the certification being made, or

(b) in any other case, on ratification by the Minister.

## APPENDIX 5: POPULATION PROJECTIONS - EDMONTON METROPOLITAN PLANNING REGION AND MUNICIPALITIES

In May, 1982 long range population projections for the Edmonton Metropolitan Planning Region were prepared, based on population projections for Alberta prepared by Alberta Bureau of Statistics (See Table RPA-3). The following three observations were taken into account:

(1) Over the long-term (1961-1981), the Edmonton Metropolitan Region population has increased as a share of provincial population (See Table RPA-1). This trend can be regarded as part of the general widespread urbanization of the Alberta population, and may continue in the future as a direct result of an increasing concentration of proposed large scale petro-chemical and industrial projects in the Edmonton Metropolitan Region and vicinity, and as an indirect result of such projects locating in the northern half of Alberta.

(2) Over the short-term (1976-1981), the Edmonton Metropolitan Region population has declined as a share of provincial population (See Table RPA-1). This has occurred as a result of the longer-term trend identified in the third observation.

(3) The Edmonton Metropolitan Region's share of provincial population growth has declined in every five-year period since 1961 (See Table RPA-2). This can be attributed to various factors, notably:

    (a) provincial government decentralization policies, particularly those affecting the location of provincial government offices; and

    (b) an increase in the number of specific larger scale natural resource extraction activities inevitably dispersed throughout Alberta (e.g. tar sands, forestry operations);

The projections prepared for the Edmonton Metropolitan Region present a range of population which reflects both of the trends identified above. The low projection reflects the declining share of provincial population. The high metropolitan projection for 2006 is about 12% (150,000) higher than the low metropolitan projection, and reflects a slight increase in the Region's share of the provincial population. The low projection is considered to be more likely.

Municipal population targets have been derived from the low regional projections for the year 1991, to correspond roughly with a major review of the Plan, and 2006 which is the time frame of the Plan on which regional land designations are based. The municipal population targets take into consideration such factors as:

(1) the provincial growth management directives respecting the growth of Edmonton, St. Albert and Sherwood Park;

(2) the role of the community in the Region as identified in the settlement hierarchy of this Plan (See Part II, Table 2); and

(3) existing commitments for future growth and development of the communities.

These population targets are contained in Table RPA-4.

TABLE RPA-1

PAST POPULATION OF ALBERTA AND THE EDMONTON METROPOLITAN REGION

| | POPULATION IN THOUSANDS | | | | |
|---|---|---|---|---|---|
| | 1961 | 1966 | 1971 | 1976 | 1981 |
| Alberta | 1,331.9 | 1,463.2 | 1,627.9 | 1,838.0 | 2,237.7 |
| Edmonton Metropolitan Region | 378.0 | 443.6 | 519.7 | 596.0 | 716.1 |
| Region as % Share of Alberta | 28.4 | 30.3 | 31.9 | 32.5 | 32.0 |

TABLE RPA-2

POPULATION GROWTH OF ALBERTA AND THE EDMONTON METROPOLITAN REGION - PAST AND PROJECTED*

| | PAST GROWTH | | | | | PROJECTED GROWTH | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1961-66 | 1966-71 | 1971-76 | 1976-81 | 1961-81 | 1981-86 | 1986-91 | 1991-96 | 1996-2001 | 2001-2006 | 1981-2006 |
| | 131,259 | 164,672 | 210,162 | 399,687 | 905,780 | 392,300 | 423,800 | 422,300 | 423,400 | 437,000 | 2,098,000 |
| Metropolitan | 65,567 | 76,134 | 76,324 | 120,079 | 338,104 | | | | | | |
| | | | | | | 114,900 | 122,000 | 117,500 | 115,000 | 115,500 | 584,900 |
| | | | | | | 133,400 | 146,000 | 148,000 | 151,000 | 158,500 | 736,900 |
| Metropolitan percentage | 50.0 | 46.2 | 36.3 | 30.0 | 37.3 | | | | | | |
| | | | | | | 29.3 | 28.8 | 27.8 | 27.2 | 26.4 | 27.9 |
| | | | | | | 34.0 | 34.5 | 35.0 | 35.7 | 36.3 | 35.1 |

*projections are Series 5 corrected. These were used as the basis for the Edmonton Metropolitan Region projections.

| | 1961 | 1966 | 1971 | 1976 | 1981 |
|---|---|---|---|---|---|
| Alberta | 1,331.9 | 1,463.2 | 1,627.9 | 1,838.0 | 2,237.7 |
| Edmonton Metropolitan Region | 378.0 | 443.6 | 519.7 | 596.0 | 716.1 |
| Region as % Share of Alberta | 28.4 | 30.3 | 31.9 | 32.5 | 32.0 |

TABLE RPA-2

POPULATION GROWTH OF ALBERTA AND THE EDMONTON METROPOLITAN REGION - PAST AND PROJECTED*

| | PAST GROWTH | | | | | PROJECTED GROWTH | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1961-66 | 1966-71 | 1971-76 | 1976-81 | 1961-81 | 1981-86 | 1986-91 | 1991-96 | 1996-2001 | 2001-2006 | 1981-2006 |
| Alberta | 131,259 | 164,672 | 210,162 | 399,687 | 905,780 | 392,300 | 423,800 | 422,300 | 423,400 | 437,000 | 2,098,000 |
| Edmonton Metropolitan Region | 65,567 | 76,134 | 76,324 | 120,079 | 338,104 | | | | | | |
| Low | | | | | | 114,900 | 122,000 | 117,500 | 115,000 | 115,500 | 584,900 |
| High | | | | | | 133,400 | 146,000 | 148,000 | 151,000 | 158,500 | 736,900 |
| Edmonton Metropolitan Region as percentage of Alberta | 50.0 | 46.2 | 36.3 | 30.0 | 37.3 | | | | | | |
| Low | | | | | | 29.3 | 28.8 | 27.8 | 27.2 | 26.4 | 27.9 |
| High | | | | | | 34.0 | 34.5 | 35.0 | 35.7 | 36.3 | 35.1 |

* Alberta projections are Series 5 corrected. These were used as the basis for the Edmonton Metropolitan Region projections.

TABLE RPA-3

POPULATION PROJECTIONS FOR ALBERTA AND THE EDMONTON METROPOLITAN REGION

| | Projected Population (in thousands) | | | | | | Percent Increase | Annual Growth Rate | Annual Historical Growth Rate | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 1981 | 1986 | 1991 | 1996 | 2001 | 2006 | 1981-2006 | 1981-2006 | 1961-1981 | 1976-1981 |
| Alberta | 2237.7[1] | | | | | | | | 2.63 | 4.01 |
| Series 4 | 2155.2 | 2551.2 | 2894.9 | 3225.7 | 3550.5 | 3884.7 | 80.2 | 2.38 | | |
| Series 5 | 2164.2 | 2543.6 | 2953.4 | 3361.9 | 3771.3 | 4194.1 | 93.8 | 2.68 | | |
| Series 5 Corrected[2] | 2237.7 | 2630.0 | 3053.8 | 3476.1 | 3899.5 | 4336.5 | 93.8 | 2.68 | | |
| Edmonton Metropolitan Region | 716.1[1] | | | | | | | | 3.25 | 3.74 |
| Low | 716.1 | 831.0 | 953.0 | 1070.5 | 1185.5 | 1301.0 | 81.7 | 2.42 | | |
| High | 716.1 | 849.5 | 995.5 | 1143.5 | 1294.5 | 1453.0 | 102.9 | 2.87 | | |

[1] denotes actual population.

[2] These corrected projections were used as the basis for those for the Edmonton Metropolitan Region. Series 5 projections were adjusted to correct the discrepancy between 1981 actual population (2,237,700) and 1981 projected population (2,164,200).

[3] Based on Series 5 Corrected; E.M.R.P.C. Area population as a share of provincial population declines by 0.4 percentage points every 5 years, from 32.0% in 1981 to 30.0% in 2006.

[4] Based on Series 5 Corrected; E.M.R.P.C. Area population increases as share of provincial population from 32.0% in 1981 to 33.5% in 2006. Increases are 0.3 percentage points every 5 years.

**TABLE RPA-4**
**POPULATION TARGETS FOR MUNICIPALITIES, 1991 and 2006**

| | Current Population (1981) | Population Target* 1991 | 2006 |
|---|---|---|---|
| Edmonton Metropolitan Region | 716,101 | 953,000 | 1,301,000 |
| Inner Metropolitan Area | 593,874 | 799,000 | 1,097,000 |
| Edmonton | 532,246 | 714,500 | 975,000 |
| St. Albert | 31,996 | 42,500 | 60,000 |
| Sherwood Park | 29,632 | 42,000 | 62,000 |
| Satellite Industrial Centres | 39,805 | 65,500 | 98,000 |
| Fort Saskatchewan | 12,169 | 23,000 | 33,000 |
| Leduc | 12,471 | 19,500 | 28,000 |
| Spruce Grove | 10,326 | 15,000 | 23,000 |
| Stony Plain | 4,839 | 8,000 | 14,000 |
| Local Service Centres | 19,206 | 28,500 | 40,000 |
| Beaumont | 2,638 | 5,400 | 7,000 |
| Bon Accord | 1,376 | 1,800 | 2,600 |
| Calmar | 1,003 | 1,500 | 2,300 |
| Devon | 3,885 | 5,300 | 7,000 |
| Gibbons | 2,276 | 3,400 | 5,000 |
| Legal | 1,022 | 2,000 | 2,700 |
| Morinville | 4,657 | 6,100 | 9,300 |
| New Sarepta | 417 | 500 | 600 |
| Redwater | 1,932 | 2,500 | 3,500 |
| Rural Municipalities | 63,216 | 60,000 | 66,000 |
| M.D. of Sturgeon | 17,410 | 15,600 | 16,700 |
| Leduc County (Metro. Part) | 8,232 | 9,100 | 9,600 |
| Parkland Co. (Metro. Part) | 15,627 | 14,700 | 16,800 |
| Strathcona Co. (Rural Part) | 21,947 | 20,600 | 22,900 |

* based on low regional projections (See Table RPA-3)

December, 1982

## APPENDIX 6: RESTRICTED DEVELOPMENT AREAS OF THE PROVINCIAL GOVERNMENT

Between 1974 and 1978 a series of Restricted Development Areas (R.D.A.'s) or environmental land use control zones were designated in the Edmonton Metropolitan Area by the Alberta Government pursuant to Sections 15 and 17 of the *Department of Environment Act, 1971* (See Map RPA-1).

The Edmonton RDA and Sherwood Park West R.D.A. are intended to serve as elements in a continuous transportation and utility corridor. These R.D.A.'s are designed to accommodate the proposed Parkway Ring Freeway and future pipelines and powerlines that will focus upon the Edmonton Metropolitan Region.

Secondary land uses can also be incorporated in corridors along with the primary uses. The introduction of secondary uses makes for more economic use of the corridor lands, allows for the integration of corridors and adjacent land uses, but it also implies that comprehensive planning and management are required.

The Edmonton-Fort Saskatchewan, Edmonton Devon, Strathcona and Capital City Recreation Park R.D.A's have been established by the Province to preserve lands within the North Saskatchewan River Valley in low intensity use for recreational and open space purposes. In this instance the provincial role in protecting the area complements the Commission's open space and recreational land designations.

Provincial land use policies within the R.D.A.'s are established by provincial regulations. Under these regulations no new subdivision or development within the R.D.A.'s can take place without the prior approval of the Minister of the Environment. Therefore within the R.D.A's a provincial approval for development or subdivision is required in addition to normal municipal and regional approval. Existing uses of land within an R.D.A. may generally be continued without Ministerial consent. However, current and new activities involving surface disturbance of the land require Ministerial approval prior to continuation or commencement of operations.

Government purchase of Restricted Development Area lands is limited to the transportation/utility corridor. Such purchases are contingent on the negotiation of a reasonable price and the availability of government funds for corridor acquisitions.

Due to a desired emphasis on low intensity development for them, R.D.A.'s have also had an implied ancillary effect upon the long-range urban pattern in the metropolitan area. The 0.8 to 1.2 kilometre-wide Edmonton RDA and Sherwood Park West R.D.A. assist in maintaining spatial separation between the City of Edmonton and the neighbouring urban centres of St. Albert and Sherwood Park. The river valley recreation-oriented R.D.A.'s reinforce the concept of a green river valley corridor traversing the Edmonton Metropolitan Region.

## APPENDIX 8: AIRPORT VICINITY PROTECTION AREAS (A.V.P.A.)

Provincial recognition of the unique planning problems surrounding airports came with provisions for the establishment of Airport Vicinity Protection Areas in the *Planning Act*.

Supplementing the provisions in the Act are the Airport Vicinity Protection Area General Regulations (Alberta Regulation 291/75) dealing with the procedural requirements for the establishment of A.V.P.A. plans for specific airports.

An A.V.P.A. is a provincially enacted regulation designed to recognize the airport as a major component of the provincial transportation system, and as having land use planning implications for the area adjacent to the airport.

The first step in actually establishing an A.V.P.A. plan for a particular airport is to choose the boundaries of the Protection Area so as to include height limitation contours, noise exposure contours and electronic facilities protection, if applicable. The A.V.P.A. plan recognizes a range of land uses and establishes a number of very general land use zones which are based on the existing level of development and the local bylaws of the municipality involved. This process allows for careful evaluation of developments proposed in close proximity to the airport prior to reclassification of land.

Upon the enactment of a specific A.V.P.A. regulation, the municipalities amend their local land use bylaws and general municipal plans to acknowledge the regulation.

Subsequently, developments that conform with the provisions of A.V.P.A. may be approved by the municipality.

Within the E.M.R.P.C. area, only the Edmonton International Airport in the County of Leduc is governed by an A.V.P.A. regulation (See Map RPA-6).

## APPENDIX 9: AIRCRAFT NOISE

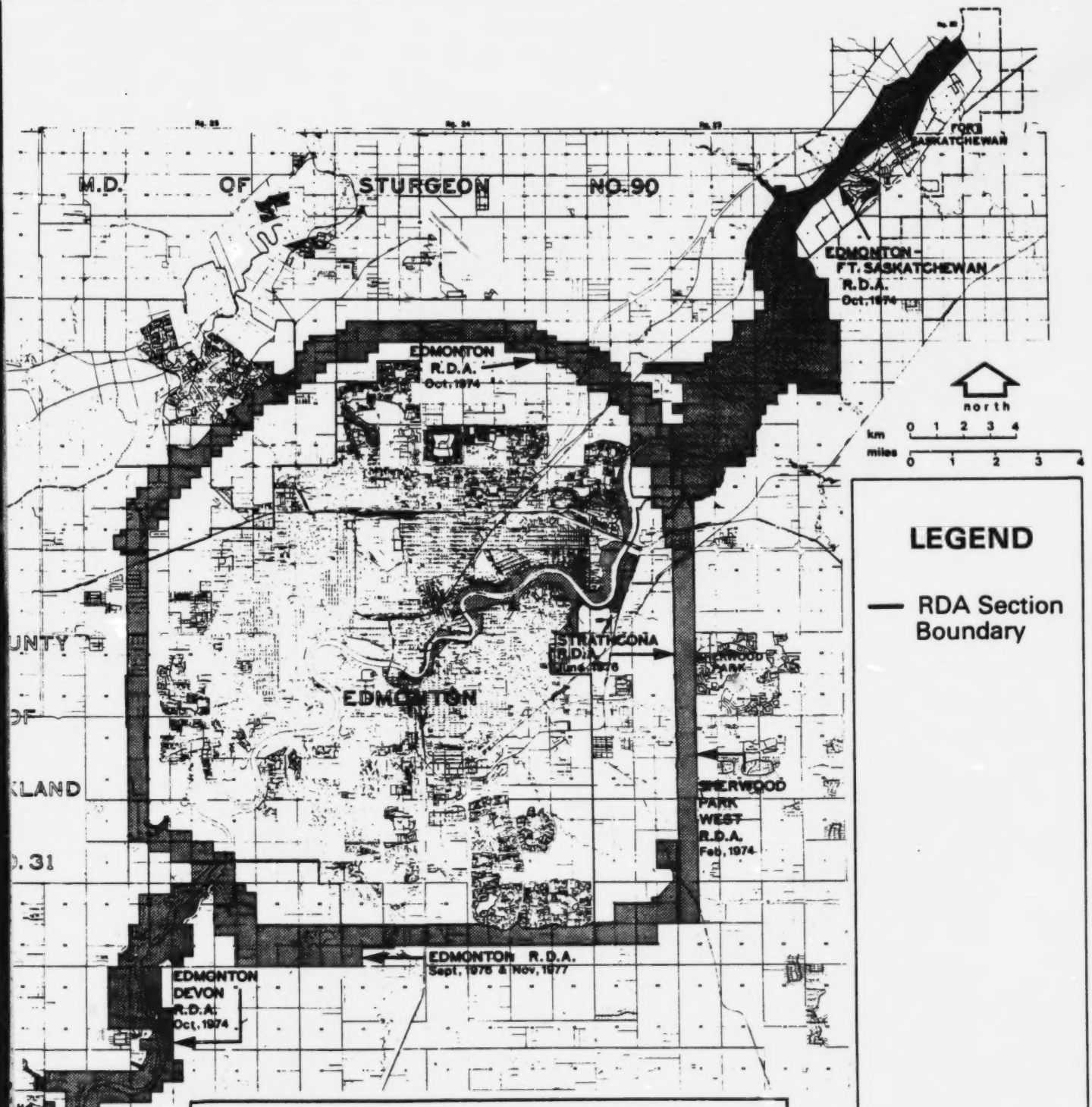
An assessment of the annoyance resulting from exposure to aircraft noise is essential to both aviation planners and those responsible for directing the nature of development of lands adjacent to airports.

In addition to the annoying characteristics of an individual noise signal, overall subjective reaction to noise is dependent on the number of times the disturbance occurs as well as the daily distribution of these events. The Noise Exposure Forecast (NEF) system used by the Canadian Air Transportation Administration takes into consideration all of these factors.

There are three types of noise exposure contours produced to satisfy various requirements.

The Noise Exposure Forecast (NEF) is produced to encourage compatible land use planning in the vicinity of airports. The calculation of NEF values utilizes data on the types of aircraft using the airport, the noise they generate, the number of take-offs and landings on each runway, and the time of day these take-offs and landings occur. The noise generated by each individual aircraft type is measured in effective perceived noise decibels (EPNdB), which EPNdB value accounts for the subjective annoying effects of the noise. This is computerized to determine NEF values. An NEP or Noise Exposure Projection has virtually the same product as an NEF, but has a longer time horizon, up to 20 years into the future.

A third type of noise contour is the General Aviation Noise Exposure Projection (GANEP) which reflects the indefinite nature of the traffic forecasts involved. These contours represent the noise exposure of five assorted scenarios which cover the various types of operations at General Aviation airports in


M.D. OF STURGEON NO. 90
FORT SASKATCHEWAN
EDMONTON - FT. SASKATCHEWAN R.D.A. Oct. 1974
EDMONTON R.D.A. Oct. 1974
north
km 0 1 2 3 4
miles 0 1 2 3 4
STRATHCONA R.D.A. Oct. 1976
EDMONTON
SHERWOOD PARK WEST R.D.A. Feb. 1974
EDMONTON R.D.A. Sept. 1976 & Nov. 1977
EDMONTON DEVON R.D.A. Oct. 1974

## LEGEND

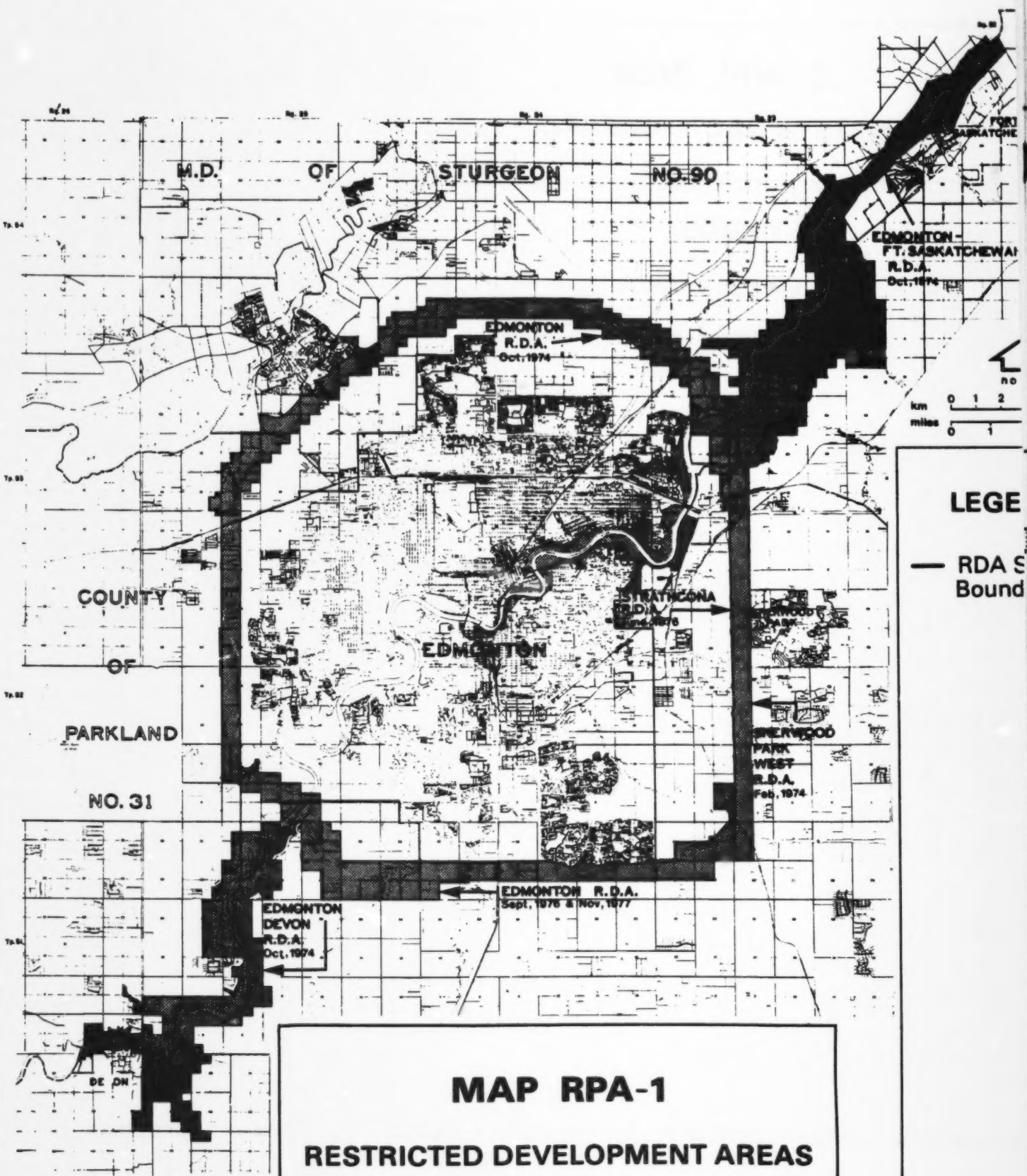
— RDA Section Boundary

# MAP RPA-1

## RESTRICTED DEVELOPMENT AREAS

Edmonton Metropolitan Regional Planning Commission

December, 1982

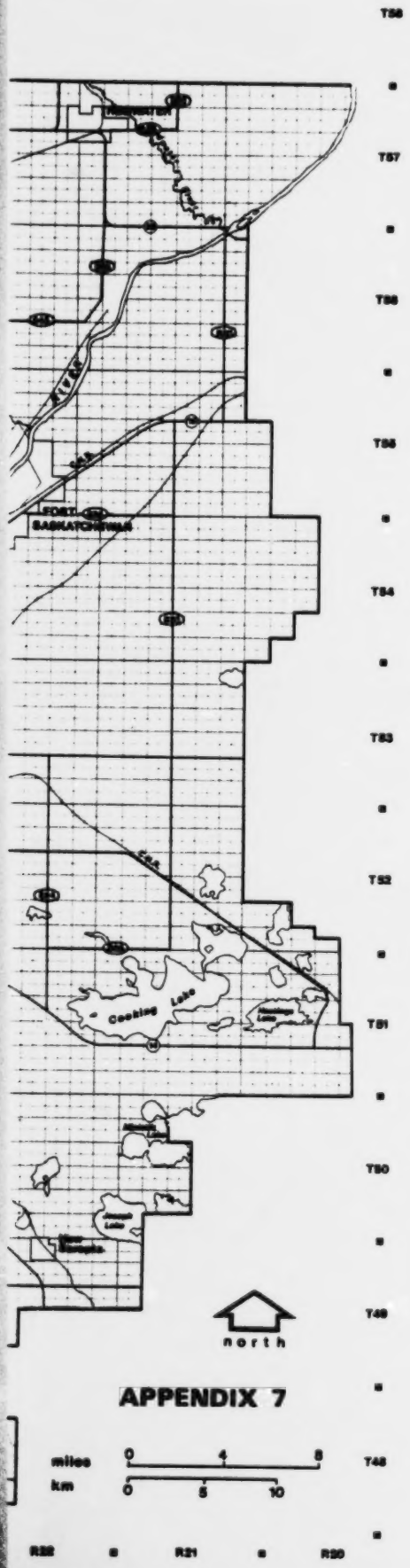



# MAP RPA-1

## RESTRICTED DEVELOPMENT AREAS

Edmonton Metropolitan Regional Planning Commission

December,




# MAP RPA-2

## EXISTING ROAD SYSTEM

### LEGEND

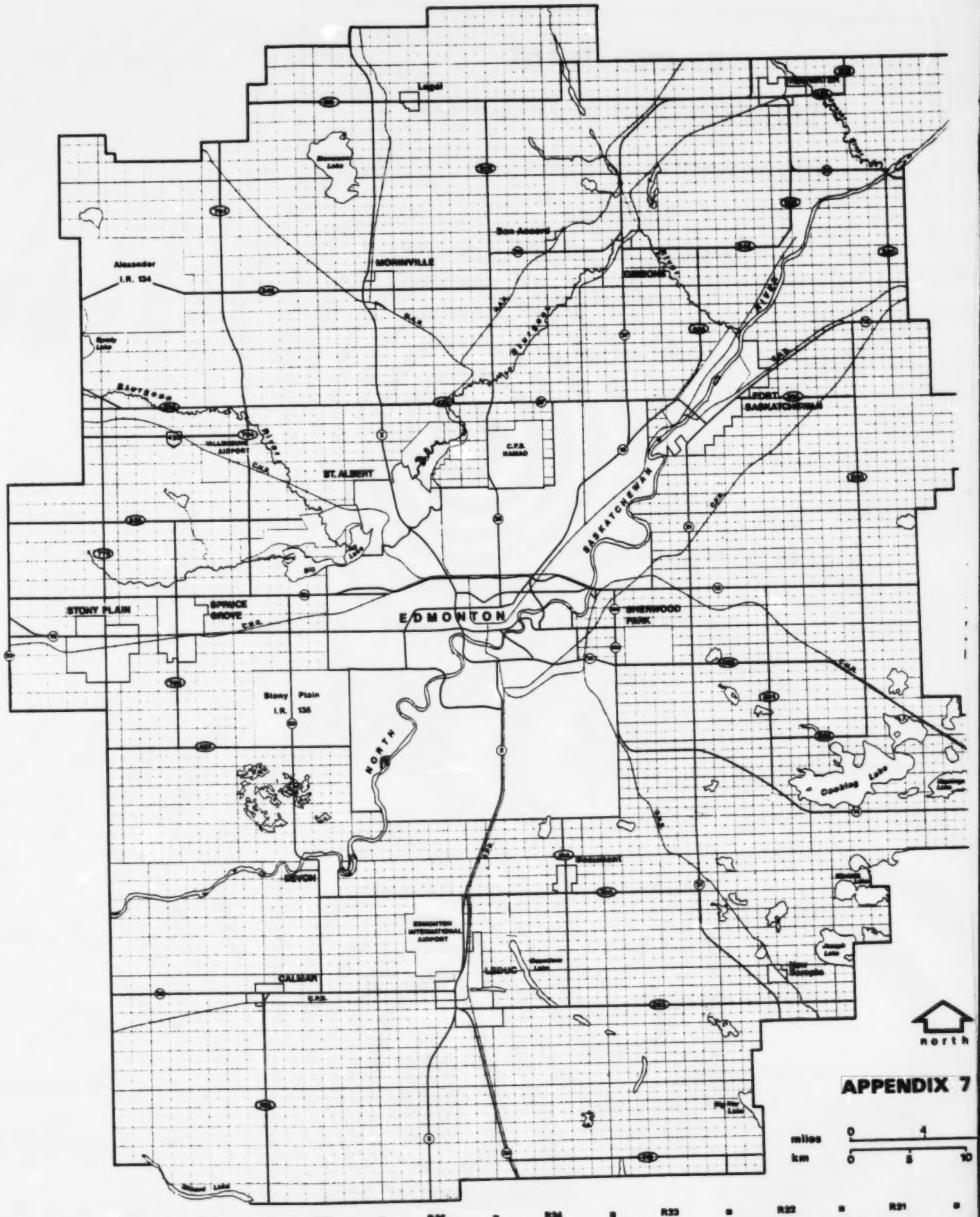
Primary Highway

Secondary Highway

**APPENDIX 7**

Edmonton Metropolitan Regional
Planning Commission

December, 1982


Legal
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MORINVILLE
Sec Assere
Sturgeon Lake
Namao
Lake
Sturgeon River
Big Lake
Sandy Lake
Baptiste River
Baptiste
ALBERTA
FORT SASKATCHEWAN
Villeneuve Airport
C.N.R.
C.P.R. Hangar
ST. ALBERT
Big Lake
SASKATCHEWAN
C.N.R.
STONY PLAIN
SPRUCE GROVE
C.N.R.
EDMONTON
SHERWOOD PARK
C.N.R.
Stony Plain I.R. 135
NORTH
Cooking Lake
Blackfoot
DEVON
Edmonton International Airport
LEDUC
Nisku
Hay Lake
CALMAR
C.P.R.
Pigeon Lake
Beaver Lake
north
APPENDIX 7
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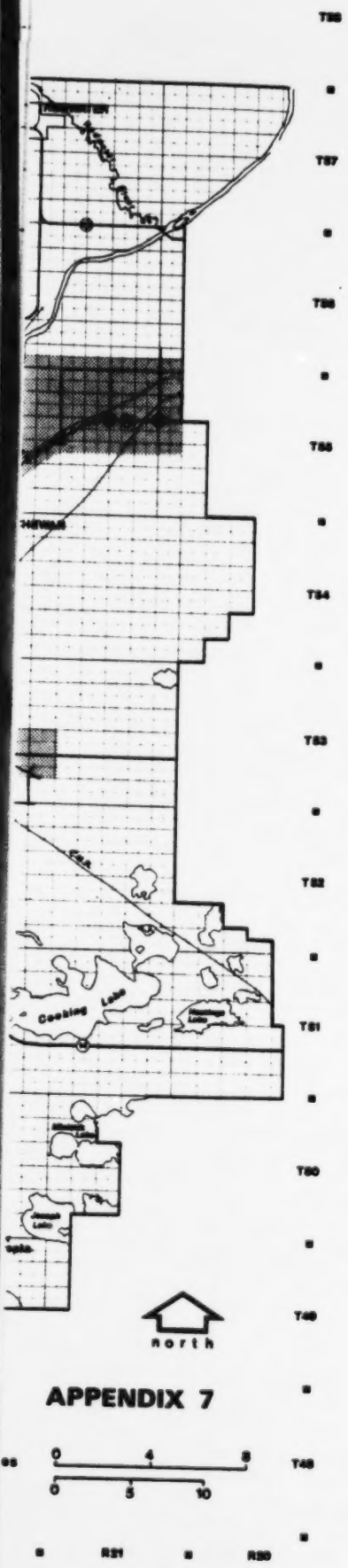



# MAP RPA-3

## CONCEPTUAL ROAD SYSTEM

### LEGEND

- Freeway/Expressway
- Arterial Road
- Potential Corridor for Free Flow Facility
- Proposed Interchanges
- Areas Requiring Further Study
- Not All Roads in This Area are Shown
- Under Review by the City of Edmonton

**IMPORTANT NOTES:**

— This map illustrates the possible long term system improvements as currently understood to be required under a full development scenario. These improvements have been identified in various provincial and municipal transportation/utility studies.

— This map identifies transportation facilities and improvementsproposed where the exact alignments, type of improvement and/or designation is yet to be determined. When increased service demands warrant, a more detailed locational and functional planning study would be undertaken to finalize the specific proposal.

— A number of anomalies exist between the various transportation/utility studies. The map identifies by colour toning specific areas requiring further study and review.

**REFERENCES:**

1. County of Strathcona No. 20
Transportation Study
Summary Report November 1980
Recommended Transportation Plan 2001
Figure 4

2. Leduc Area Transportation Study
Final Report May 1981
Leduc Area Recommended
Horizon Year 2001 Major Roadway Network
Exhibit 6.1

3. County of Parkland No. 31
Transportation Study
Technical Report October 1981
Recommended Roadway Plan 2001
Figure 11

4. M.D. of Sturgeon
Transportation Study
Final Draft Report November 1982
Recommended 2001 Roadway Network
Figure 5.3

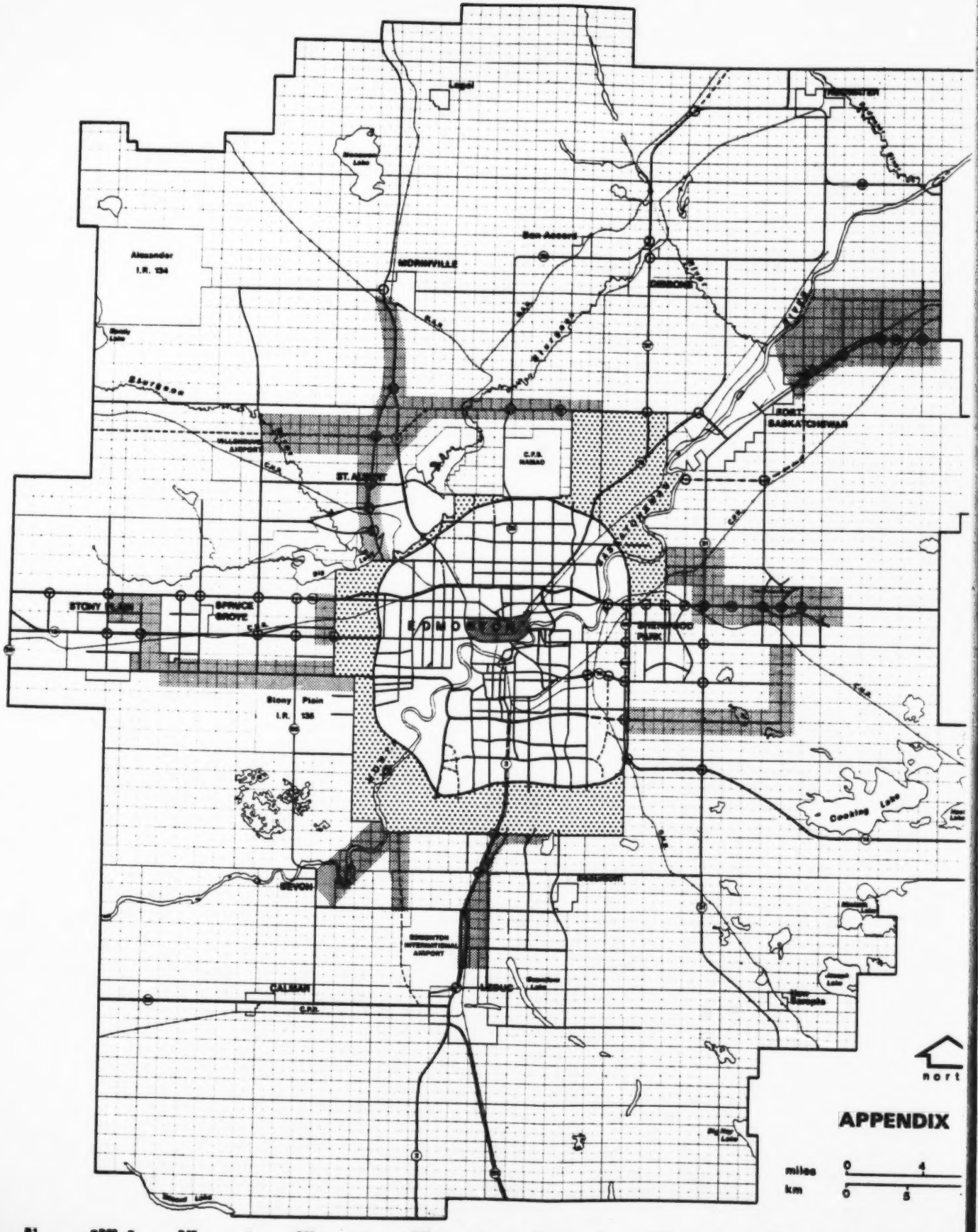
5. City of Edmonton
Transportation System Design
Draft Report March 1982
Transportation System Bylaw No. 6707
Appendix "A"

6. Alberta Transportation
Systems Planning Branch
November 1982
The Proposed Road System Improvements for the Area Northwest of Edmonton

**APPENDIX 7**

Edmonton Metropolitan Regional Planning Commission

December, 1982


Alexander I.R. 134
MORINVILLE
Sturgeon Lake
Lagoon
Big Lake
Namao
Lake
Sturgeon River
Big Lake
Sturgeon River
Sturgeon River
Sturgeon River

Canada. They range from a short runway accommodating a flying club to a feeder airport handling some light transport and executive aircraft. They are intended to be used as an interim measure, and will be replaced with an NEF contour generated by specific forecasts at a later date.

GANEP's are not produced for airports which Transport Canada owns or operates. GANEPS that are in existence for Cooking Lake and St. Albert airports will be replaced by NEF's when approved forecasts become available (See Map RPA-5).

NEF's are made available to local governments and CMHC for use in conjunction with Transport Canada's Recommended Land Use Table. The table provides examples of how various land uses would be assessed in the noise exposure forecasts zones in terms of community response predictions. Table RPA-5 in this appendix highlights the response characteristics for various noise exposure units.

Requests for more detailed information or questions relating to this section should be directed to the appropriate Regional Controller, Civil Aviation Branch, of Transport Canada.

TABLE RPA-5

COMMUNITY RESPONSE PREDICTION

| RESPONSE AREA | RESPONSE PREDICTION* |
|---|---|
| 1 (over 40 NEF) | Repeated and vigorous individual complaints are likely. Concerted group and legal action might be expected. |
| 2 (35-40 NEF) | Individual complaints may be vigorous. Possible group action and appeals to authorities. |
| 3 (30-35 NEF) | Sporadic to repeated individual complaints. Group action is possible. |
| 4 (below 30 NEF) | Sporadic complaints may occur. Noise may interfere occasionally with certain activities of the resident. |

* It should be noted that the above community response predictions are generalizations based upon experiences resulting from the evolutionary development of various noise exposure units used by other countries. For specific locations, the above response areas may vary somewhat in accordance with existing ambient or background noise levels and prevailing social, economic and political conditions.

## APPENDIX 10: STRUCTURAL HEIGHT LIMITATION

An important component of land use planning outside airport boundaries is the protection of takeoff/approach surfaces for the safety of aircraft using the airport and persons under the flight paths of aircraft.

Because the aircraft in the vicinity of airports are continually taking off and landing on the runway, it is imperative that no ground object interfere with the process as a result of its height exceeding the flight path altitude.

Transport Canada utilizes "zoning plans" registered in the Land Titles Office through powers granted Transport Canada under the *Aeronautics Act*. The restrictions are composed of three types of hypothetical surfaces; the horizontal surface, take-off/approach and transition surfaces.

In the Edmonton Metropolitan Region the Edmonton International, Namao and Villeneuve airports are governed by Airport Zoning Regulations. The zoning regulations limit the height of new structures or additions to existing structures and objects of natural growth and prohibit the disposal or accumulation of any waste, material or substance, edible by or attractive to birds on lands adjacent to the airport.

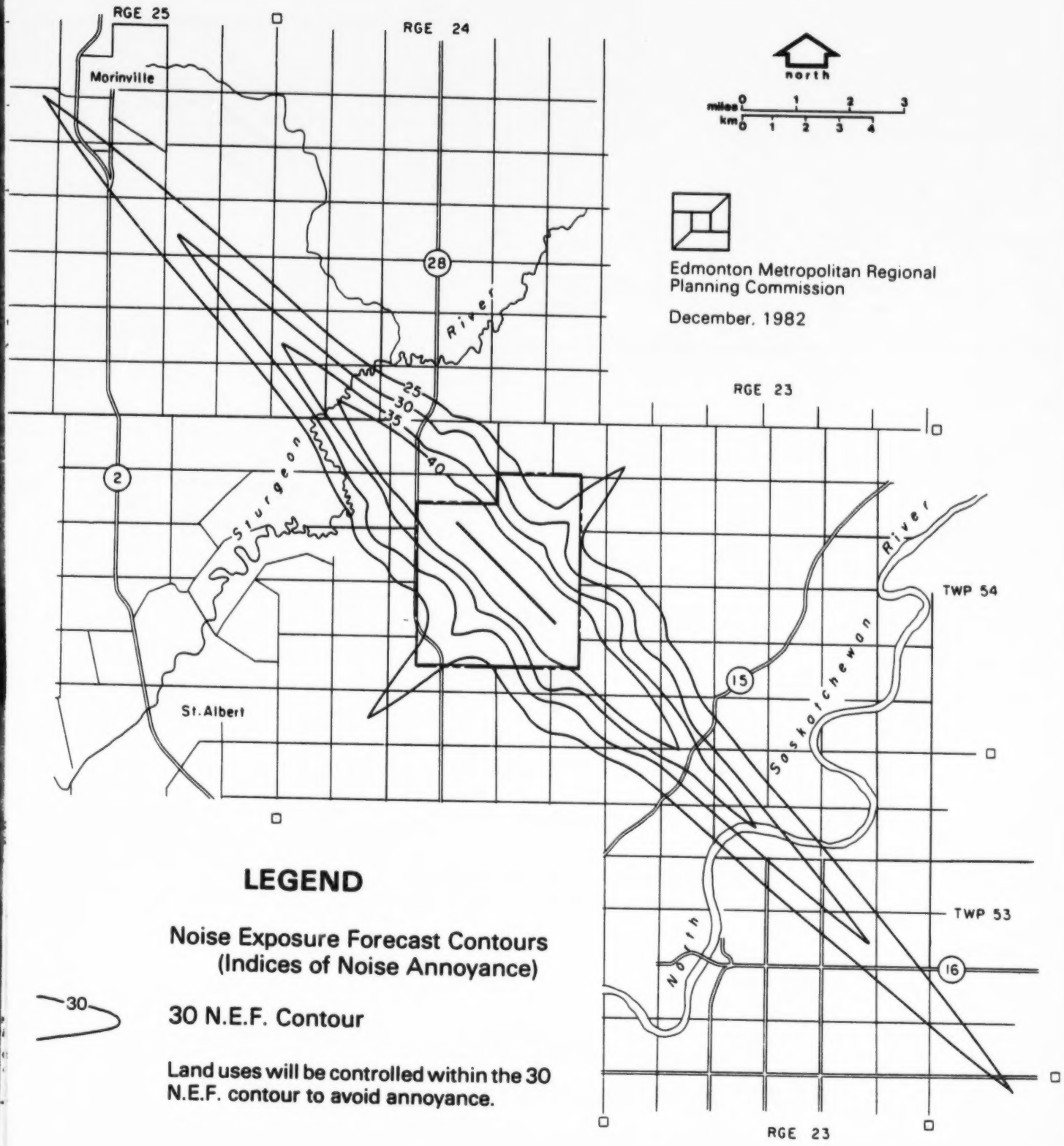
## APPENDIX 11: BIRD HAZARDS

Birds and aircraft are a potential hazard to each other during all phases of flight. This section describes ways of minimizing this serious hazard from the viewpoint of aircraft safety during takeoff, landing and other maneuvers in the vicinity of airports.

The natural attraction of airports for birds, i.e. rural setting, cleared level ground, accessibility of food, water and nesting areas, is difficult to overcome except through rigid land use controls to minimize these features.

At proposed new airports, bird hazards can be minimized by careful selection of the site to avoid established bird migration routes and areas of naturally attractive bird habitat, and by utilizing the lands surrounding the airport for purposes which will neither attract nor support concentrations of birds. At existing airports, the same criteria apply with the exception, of course, that little can be done with regard to migration routes (See Figure RPA-1 and Table RPA-6).

DRAFT




## LEGEND

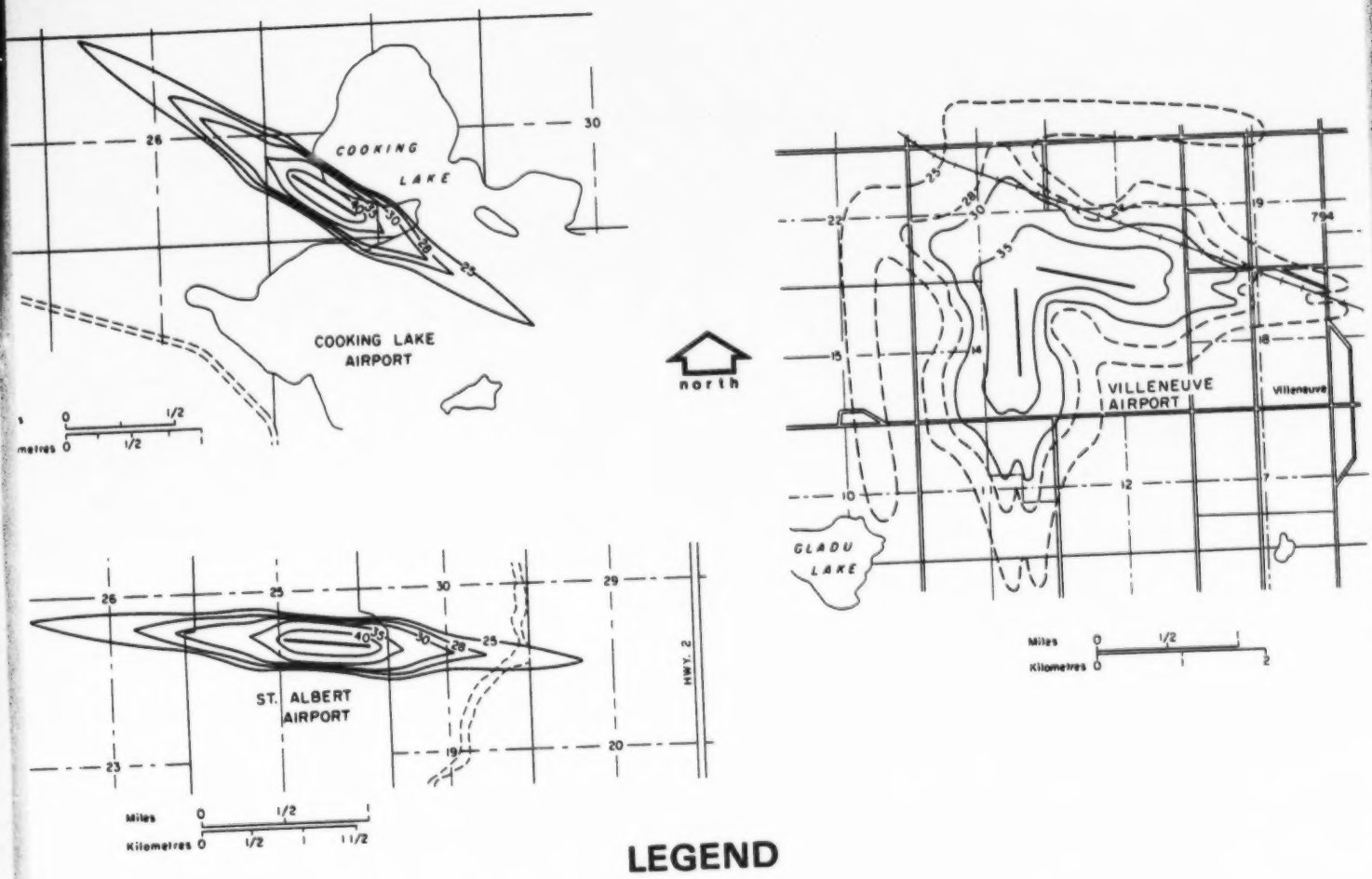
Noise Exposure Forecast Contours
(Indices of Noise Annoyance)

30 N.E.F. Contour

Land uses will be controlled within the 30 N.E.F. contour to avoid annoyance.

# MAP RPA-4

## AIRPORT RELATED PROTECTION AREA
## C.F.B. EDMONTON (NAMAO) AIRPORT




## LEGEND

Noise Exposure Forecast Contours
(Indices of Noise Annoyance)

30 — 30 N.E.F. Contour

Land uses will be controlled within the 30 N.E.F. contour to avoid annoyance.

# MAP RPA-5

## AIRPORT RELATED PROTECTION AREAS

### COOKING LAKE AIRPORT, ST. ALBERT AIRPORT, VILLENEUVE AIRPORT.

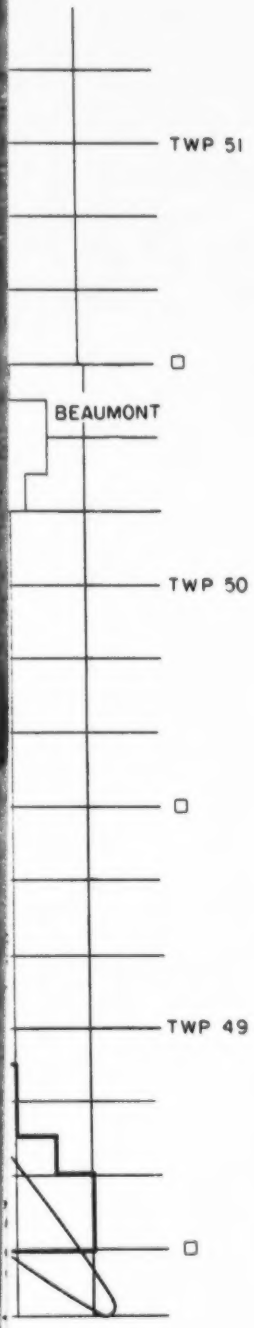
Edmonton Metropolitan Regional Planning Commission

December, 1982

# MAP RPA-6

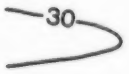
## AIRPORT RELATED PROTECTION AREA

## EDMONTON INTERNATIONAL AIRPORT




### LEGEND

Noise Exposure Forecast Contours
(Indices of Noise Annoyance)




30 N.E.F. Contour

Land uses will be controlled within the 30 N.E.F. contour to avoid annoyance.

Edmonton Metropolitan Regional
Planning Commission

December, 1982

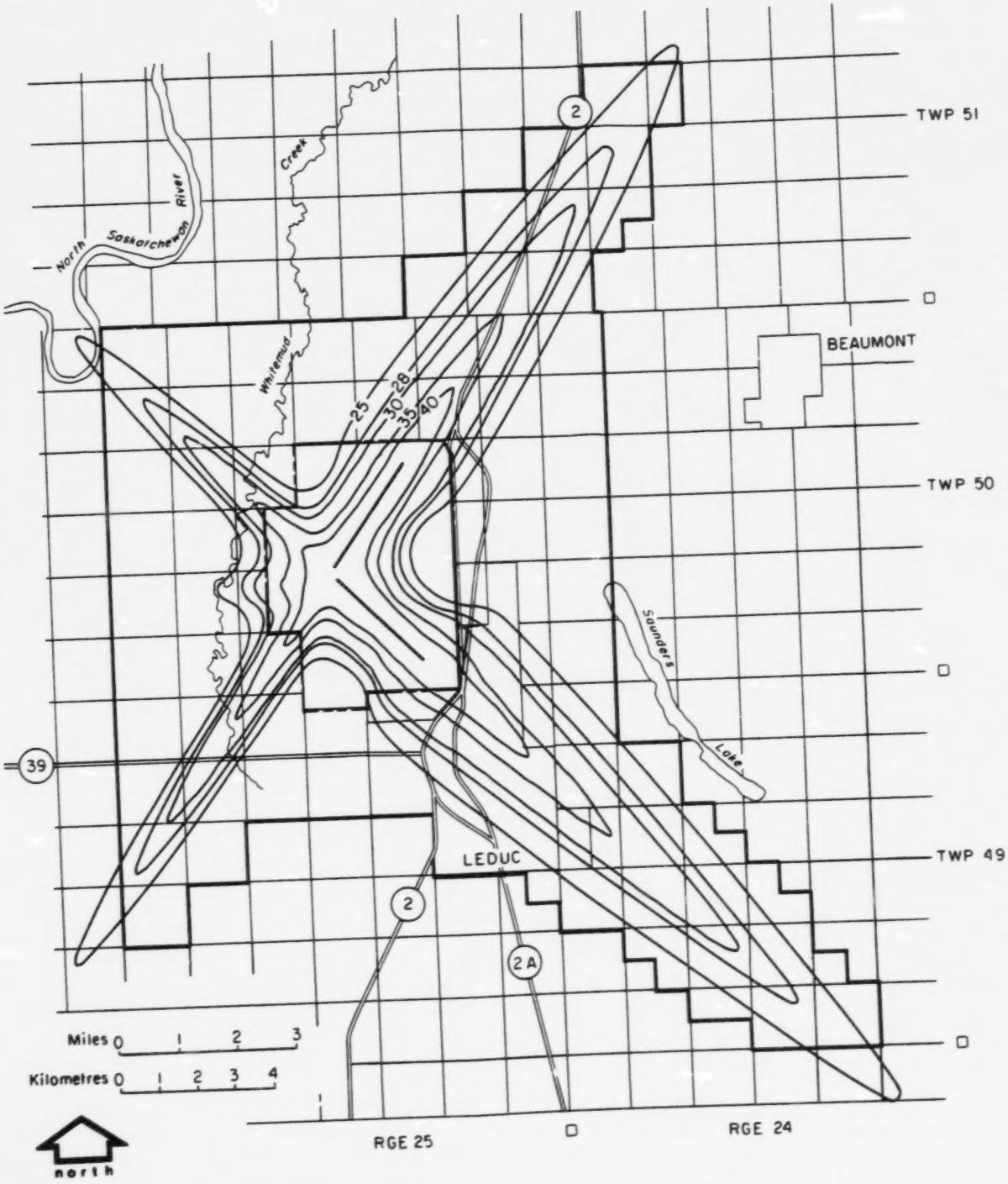

North Saskatchewan River
Creek
Whitemud
25
28
30
35
40
2
TWP 51
BEAUMONT
TWP 50
Saunders
Lake
39
LEDUC
TWP 49
2
2A
Miles 0 1 2 3
Kilometres 0 1 2 3 4
north
RGE 25
RGE 24

TABLE RPA-6

LAND USE GUIDELINES* FOR THE AVOIDANCE OF BIRD HAZARDS

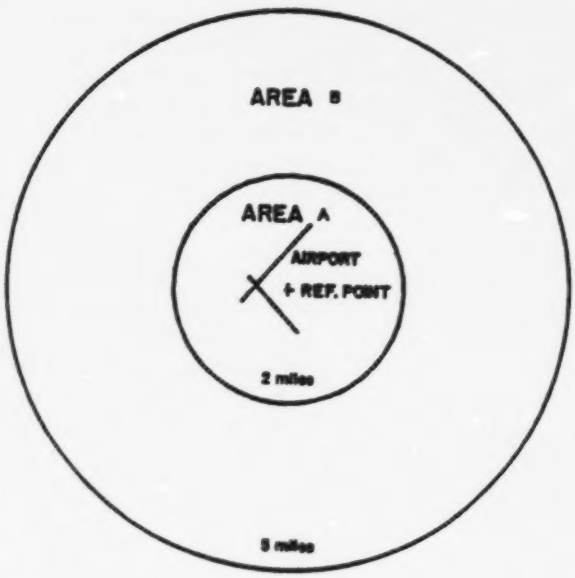
| LAND USE | LAND USE GUIDELINES | |
|---|---|---|
| | Area A | Area B |
| **Agriculture** | | |
| landscape nurseries (Note 1) | YES | YES |
| tree farming (Note 1) | YES | YES |
| stock farming (Note 1) | YES | YES |
| dairy farming (Note 1) | YES | YES |
| sod farming | NO | YES |
| piggeries | NO | YES |
| fruit tree farming | NO | YES |
| **Wildlife Sanctuaries** | | |
| bird sanctuaries | NO | NO |
| game reserves | NO | NO |
| **Recreational** | | |
| golf courses (Note 1) | YES | YES |
| parks (Note 1) | YES | YES |
| playgrounds (Note 1) | YES | YES |
| athletic fields (Note 1) | YES | YES |
| riding trails (Note 1) | YES | YES |
| tennis, lawn bowling (Note 1) | YES | YES |
| picnic and campgrounds | YES | YES |
| riding academies | NO | YES |
| racetracks (Note 1) | NO | YES |
| fairgrounds | NO | YES |
| outdoor theatres | NO | YES |
| **Commercial** (Note 1) | | |
| offices | YES | YES |
| retail sales | YES | YES |
| hotels and motels | YES | YES |
| restaurants | YES | YES |
| parking lots | YES | YES |
| indoor theatres | YES | YES |
| warehouses | YES | YES |
| shopping centres | YES | YES |
| service stations | YES | YES |
| cemeteries | YES | YES |
| drive-in restaurants | NO | YES |
| food processing plants | NO | YES |
| **Municipal Utilities** | | |
| water treatment | YES | YES |
| non-food garbage landfill | YES | YES |
| food garbage disposal | NO | NO |

* On lands owned by Transport Canada the land use guidelines outlined here are mandatory.

Note 1: These are general guidelines for planning and land use zoning only. The avoidance of bird hazards during airport operations is another subject that can involve special controls to keep land free from food and shelter of birds.

FIGURE RPA-1

BIRD HAZARD AREAS




AREA A CONSISTS OF ALL LAND INSIDE THE 2 mile CIRCLE

AREA B CONSISTS OF ALL LAND LYING BETWEEN THE 2 mile AND 5 mile CIRCLE.

**APPENDIX 12: RESTRICTIONS TO AIRPORT VISIBILITY**

Restrictions to visibility at an airport can seriously limit aircraft operations and may be caused by factors other than deteriorating weather conditions.

Some industrial/manufacturing processes generate smoke, dust or steam in sufficient volume to constitute a restriction to visibility at nearby airports under certain wind conditions and temperature inversion. Examples of the types of industries which may be prominent in this regard are pulp mills, steel mills, quarries, municipal or other incinerators, cement plants, sawmills (slash and sawdust burners), and refineries.

During the planning stages for new industrial complexes, it is recommended that these factors be considered before approving such land uses* near an airport. Prospective industrial sites near an airport should be assessed on an individual basis due to the many local factors involved. However, sufficient evidence is available from airports across the country to suggest that such industries should be located at least four to five miles away from the boundary of an airport.

* It is recognized that these same land uses may be considered compatible from the standpoint of noise impacts.

**NOTE:**

The following sources apply to Appendices 8 through 12:


- Land Use in the Vicinity of Airports, Canadian Air Transportation Administration, Civil Aeronautics, May 1981.

- The A.V.P.A. Program, brochure, Alberta Municipal Affairs, 1982.

- Edmonton International Airport Vicinity Protection Area Regulation, Alberta Regulation 63/81.

- DND Flight Information, Publication GPH 200A, VFR Supplement, Canada South of 60°N, Land Aerodromes and Associated Chart Data, Effective October 28, 1982; Minister of Transportation, the Chief of the Defense Staff.

## APPENDIX 13: GUIDELINES FOR MAPPING PRIME AGRICULTURAL LAND

### INTRODUCTION

The prime agricultural land definition policy consists of two parts (see Policy 3.1.13). The intent of the first part of Policy 3.1.13 is to identify land, strictly from a soil capability perspective, that is significant at a regional level for agricultural production.

The intent of the second part of Policy 3.1.13 is to identify agricultural areas, regardless of the physical capability of the soil to produce cereal crops, that are of significance to the overall community. It is much more difficult to identify these areas, especially at a regional level. In this instance, the local municipality has the flexibility to expand the Agricultural: Farmland Conservation area within its boundaries by designating such areas that are considered to be of importance in the continuing viability of the local agricultural community.

### POLICY 3.1.13(a)

The following procedure is suggested by the Edmonton Metropolitan Regional Planning Commission as the most efficient method of mapping the prime agricultural land as defined in Part (a) of Policy 3.1.13:

(1) Identify and map all quarter sections or unsubdivided parts of quarter sections rated as Class 1 or 2 by the Canada Land Inventory (see note below).

(2) Identify, but do not map, all quarter sections or unsubdivided parts of quarter sections rated as Class 3 by the Canada Land Inventory.

(3) Map only those quarter sections or unsubdivided parts of quarter sections rated as Class 3 by the Canada Land Inventory where the quarter or unsubdivided part has been assessed by the farmland assessment system as having a rating of 41 percent or higher.

### POLICY 3.1.13(b)

Criteria that may be followed when considering the designation of land in accord with the second part of Policy 3.1.13 include:

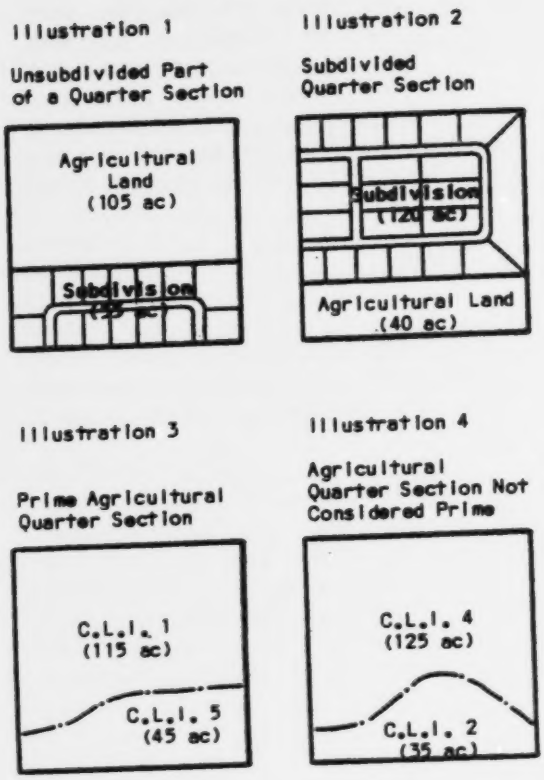
(1) areas where extensive non-agricultural development may have a negative impact on the viability of the larger agricultural community (small sites of lower quality agricultural land, within a larger area identified as prime agricultural land in the first part of Policy 3.1.13);

(2) areas that contain significant intensive agricultural operations which may be unduly impacted by non-agricultural uses;

(3) areas of importance in the production of specialty crops (market garden areas); and

(4) areas that, although not highly productive for cereal crops may provide a significant financial and social contribution to the total agricultural community (cattle production, feed grain production, seed grass production).

**Figure RPA-2**




**NOTE:**

For the purposes of mapping, an agricultural parcel of 80 acres or more is considered as an unsubdivided part of a quarter section (see Illustration 1). Parcels of less than 80 acres will be considered as subdivided (See Illustration 2).

In all instances the information should be mapped to the quarter section level of detail. Where over 50 percent of the quarter section or remaining unsubdivided part of the quarter section is considered as prime agricultural land by Policy 3.1.13 the entire quarter or entire unsubdivided part of quarter section should be mapped as prime agricultural land and all appropriate Regional Plan policies would apply (See Illustrations 3 and 4).

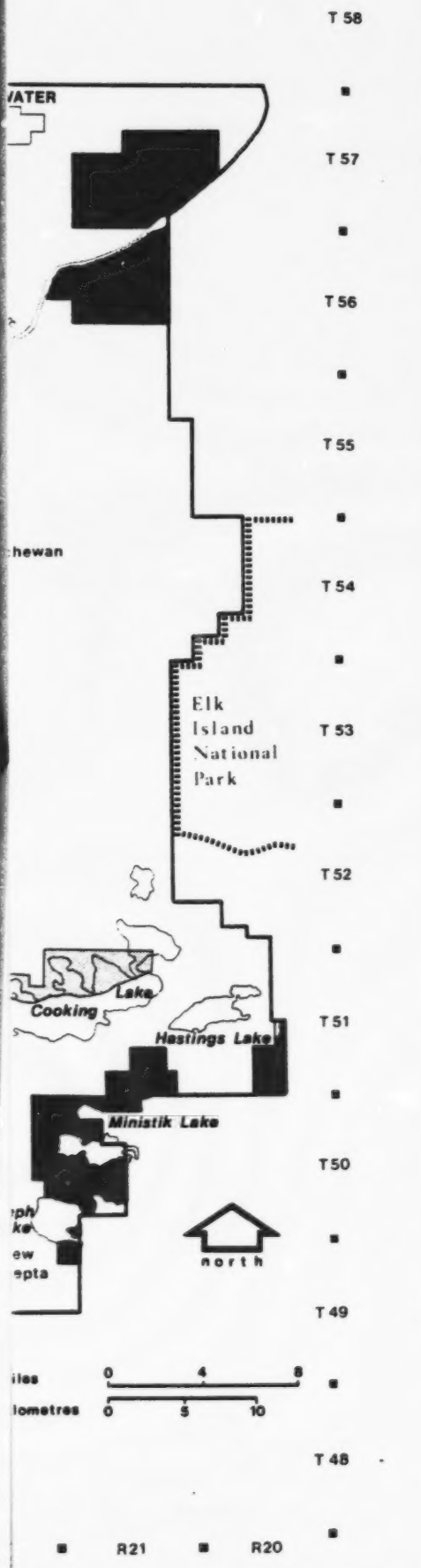
## APPENDIX 14: WILDLIFE PROTECTION AREAS

The Alberta Fish and Wildlife Division, in cooperation with the Commission, has identified areas within the Region which are considered vital for the continuation of major important or threatened animal populations. These areas are identified as wildlife protection areas (See Map RPA-7) and are grouped into two categories, the names of which reflect the degree of scarcity of the habitat conditions for a particular species rather than the value of the land as habitat. Both primary and secondary protection areas are therefore vital to the conservation of wildlife species in the Region.

Primary areas consist of land adjacent to, or on which are located, the critical regional habitat areas identified and acknowledged by the Commission in previous works. The species of immediate concern include the Great Blue Heron and a variety of raptor species (birds of prey) all of which have very specific habitat requirements and are in need of protection from conflicting and adjacent land uses.

Secondary areas include more extensive habitat for a general variety of wildlife, including major stream habitat productive shoreline for waterfowl and shorebirds. They also indicate critical wintering range or summer foraging range for deer and moose, and important staging habitat for migrating swans, geese, cranes and other birds.

DRAFT




# MAP RPA-7

## WILDLIFE PROTECTION AREAS

### LEGEND

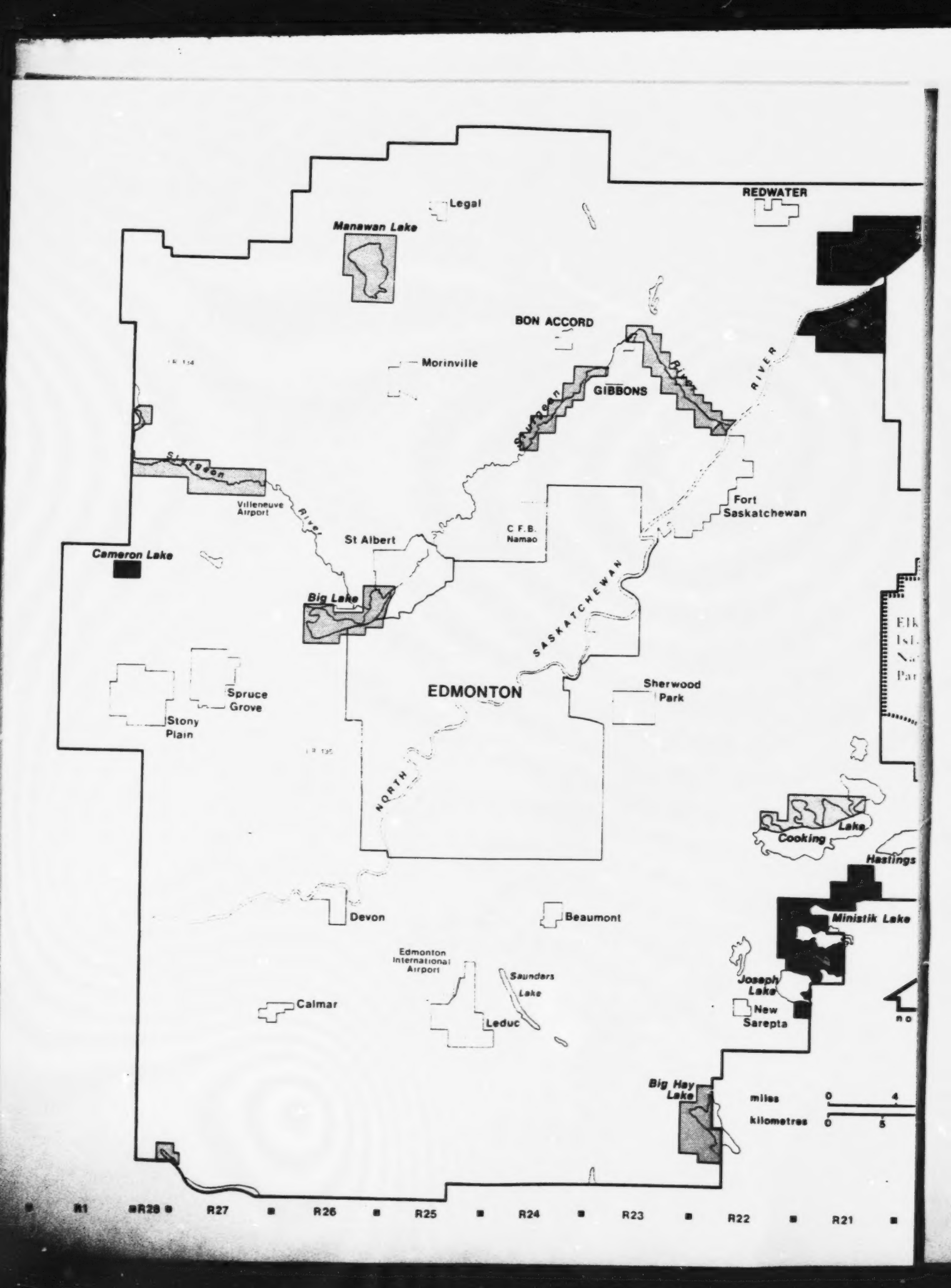
Primary Protection Area

Secondary Protection Area

Source:
Alberta Department of Energy and Natural Resources
Fish & Wildlife Division

Edmonton Metropolitan Regional
Planning Commission

December, 1982


REDWATER
Legal
Manawan Lake
BON ACCORD
Morinville
GIBBONS
Sturgeon River
NORTH SASKATCHEWAN RIVER
Sturgeon River
Villeneuve Airport
St Albert
C F B. Namao
Fort Saskatchewan
Cameron Lake
Big Lake
SASKATCHEWAN
EDMONTON
Sherwood Park
Spruce Grove
Stony Plain
Cooking Lake
Hastings
Ministik Lake
Devon
Beaumont
Edmonton International Airport
Saunders Lake
Joseph Lake
New Sarepta
Calmar
Leduc
Big Hay Lake
miles 0 4
kilometres 0 5
R1 R28 R27 R26 R25 R24 R23 R22 R21

POOR

QUALITY

ORIGINAL